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Mary Lee 10  
Lesson 1 + 10

# ORGANIZATION

A STUDY OF

PRINCIPLES AND TRENDS

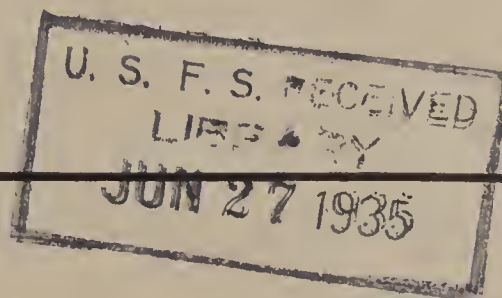
BY

FOREST OFFICERS U. S. FOREST SERVICE

FIRST LESSON



Discussions of this lesson should reach  
Washington not later than January 21, 1931  
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## DEFINITIONS

"Yesterday," Nick answered the stranger's whyfore, "the President of the road came by in special car, and when car come over deesa joint, car go boomp! And President say to Chief Engineer, 'Why that boomp, huh?' So Chief Engineer say to Superintendent of Division, next chair, 'What about dat boomp?' "Superintendent of Division say to his Engineer of Division, "Better fix that boomp." "And Engineer of Division, when he come home last night, he say to maintenance of right of way big boss, "Why in Hell not fix dat boomp, huh?" "So maintenance of way big boss call up my boss and say, "For Heaven's sake fix dat boomp quick," So my boss come out deesa morning an say, "Nick, for God's sake fix dat boomp!" "Me fix-a da boomp." (Taylor Society bulletin.)

The above illustrates the not uncommon idea that an organization is merely a series of officials through whom the boss relays an order down to the man who does the work. More common, perhaps, and certainly more harmful, is the idea that organization is simple—"merely a matter of common sense," that the boss simply divides up the various jobs among his assistants.

Some of the other popular fallacies (or alibis) are: "A big executive is not concerned with details; he handles only the "big problems"; "A real executive does no work"; "All you do is hire a good man and leave him alone"; "The Chief should have his own way"; "Standards tend to curtail initiative". These and many other popular ideas, resulting probably from a partial view of the total situation because of frequency or repetition, tend to warp the popular conception of organization.

Yet organization is as old as history. It began when men first began to associate in groups. It developed first in armies, and for a long time military and political organizations were closely related. Military organization has been given most study and military leaders are said to be quickest to accept new ideas, yet military science during the World War was greatly hampered by tradition.

Political organization has received practically no real scientific study. There has been an unlimited amount of theorizing, but such organizations have been so hedged in by tradition, prejudice, and sentiment that progress is almost impossible. The result is a modern world with a mediæval government.

But in industry, conditions are different. The need for large or elaborate organization is relatively new. Tradition is not so strong. New conditions are more vital. Rewards possibly are greater. Anyhow, during the last few years, Industry has been attempting to study Organization—just as it has other phases of management—by the same methods and with the same spirit that the physical sciences have been studied. Some progress has been made.

But what is organization? Sheldon, in his "Philosophy of Management,"



defines it as "the process of so combining the work which individuals or groups have to perform with the faculties necessary for its execution that the duties, so formed, provide the best channels for the efficient, systematic, positive and co-ordinated application of the available effort." Knoeppel says that it is "the proper adjustment of the relationships between human beings in an effort to accomplish certain ends." Or, to put it in simpler terms, organization represents the division of labor—it attempts to divide the work equitably as to amount, give each man the kind he can do best, and *fix definitely* the work of each individual.

These definitions show a number of factors that are always involved: (1) there must be an objective or purpose—policies, ideals—something that all wish to accomplish, (2) there must be work to be done, (3) there must be men—at least two, (4) there must be methods for doing the work, and (5) there must be correlation between method and men.

The basis for division of the work may be a number of things. First, amount: if there are two wagons to be built and two men to build them, one man might build one and one the other. This is the oldest and most common basis for division and meets four of the five conditions given above. It neglects entirely the abilities of the men. Each may do some things well and some poorly. So it fails in coordination.

Again, to correct this defect one man might make both wagons and the other paint them. Here there is a correlation of "faculties" but not of amounts. (The big problem which the Washington Conference was working on last spring.) Then there is the division by product, such as in General Motors, where one branch makes Buicks and another radios. Territorial divisions, such as we have in our nine Regions, are also common. Of course in each of these there is a further subdivision of effort, first into departments, or branches, then into sub-departments, groups, etc., down to the last individual.

Looking at it from a somewhat different viewpoint, whether the objective is making wagons, growing trees, or an expedition to the South Pole, there is work to be done that does not contribute directly to the objective, such as building factories, or roads, purchasing equipment, and training men. Such work is sometimes called "service," "contributory," or "facilitating". It, or parts of it, is usually done by separate branches or departments, or it may be done within the operating departments. For example, we have sub-departments for "purchasing," and "employment" is to some extent handled by the Civil Service, but in general the facilitating functions of planning, comparison, studies, personnel, and transportation are handled by each Department or Branch.

In this last statement I have used two terms which need defining, function and comparison. Function is very common in organization literature, and it is very loosely used. It is a generic term and may be used for most anything.

In one sense, each man, no matter what his job, has a function; each branch has its function even tho its work may include all functions. Function, as last used, and as commonly used, refers to specific activities of management, involving like efforts, like information and training, such as accounting, selling, or to get down to our own work, “scaling,” or “marking,” or “dection”. Administration is sometimes called a function of management and sometimes management is considered a function of administration. It depends on definition. “Comparison” is not much used. It seems to be another name for inspection. It includes the observing and recording of activities and the comparison of these with standards. This includes both technical and administrative. Sheldon, in his “Philosophy of Management,” makes “comparison” include studies—both technical and administrative—used as a basis for planning.

“Control” is another word that is used all too loosely. Frequently it is used to indicate the “boss” or the “command” of an enterprise. Technically it is coming to be used more in the meaning that it has when we speak of the “controls” on a machine. It refers to the methods or devices set up to make sure that everything is done and done right, to prevent mistakes and to assure the manager that he does know what is going on.

“Distribution” is one of the functions of all producing organizations that is ordinarily made the basis for a divisional unit or branch, yet in our organization we have found it advisable to have each producing branch handle its own sales. Also, while we have a large “purchasing” organization, the purchase of land is handled by another department. This is not said in criticism but is mentioned merely to show the ramification of these various functions and the number of things that must be considered in building an organization, that is, in the subdivision of effort so as to best use all facilities in the accomplishment of one’s objective.

“Line” and “staff” are two other words continually used that we must not overlook in our attempts at definition. In the literature sent with the lessons you will find “line organization,” “line officer,” “line work,” “the line.” etc. The line officers are the executives, the men who “get things done,” to use the expression we emphasized so much in our discussions two years ago. They “direct”, and “supervise”, that is, have “authority” over others. There are no pure line organizations anymore, and even in a functional organization there is still the line work to be done. Taylor’s “functional foremen” each had “line” authority in his own field.

On the other hand, “facilitation” is not usually considered line work. A facilitating officer may, possibly should have no “line” authority outside of his own branch. Facilitation is mostly “staff” work. The line takes direct action to get things done; the staff, through indirect action, determines how things should be done. It analyzes, tests, studies. In our discussions two years ago we had a lesson on “Decisions”. We found that as a basis for decision there must be a collecting and an analysis and a testing of data. The



staff collects and analyzes, while the line makes the decision. The staff determines standards, the line puts them into effect.

Every organization has "line" work and "staff" work. It may make the two a basis for the subdivision of effort by assigning some men to staff work and others to line work, or it may decide best to require line men to do their own staff work. Staff work permits of greater specialization. Functionalization also tends toward specialization, but the two are not the same. Function is a basis for the division of line authority, not something apart from it. The tendency now in industry is toward a separation of line work from staff work altho both the method and the degree to which this is done varies widely. The line relies on the staff for information and advice. The staff investigates, studies, analyzes, tests, and the line uses the results of their efforts as a basis for determining how best to "get things done".

We use the term "staff" a great deal in the Forest Service but seldom as defined above. Our so-called staff men are usually assistants in line work. While they do staff work, they are also given a considerable amount of line authority. If line work predominates why should they be called "staff" men?

The form of organization is merely a tool used in accomplishing certain objectives. No one tool is best for all objectives. The Chief must analyze the activities—the "effort", to go back to our definition—required in the accomplishment of his objectives, and subdivide, correlate and coordinate in the manner best adapted to his purpose. He cannot afford to ride hobbies of "functionalization," or "staff" or "authority", yet he cannot neglect any one of these. The question is, "How best use the facilities at hand for the accomplishment of our purpose?" No one has yet answered that question one hundred per cent. It probably never will be so answered.

#### SUGGESTIONS FOR DISCUSSION

1. The attached chart (Figure 2) is copied from Oliver Sheldon's "Philosophy of Management." The middle column is left blank. Please fill this in from your Regional organization. Try to make it rather complete and inclusive, even if one title needs to be repeated several times. Tying our discussions into our own organization in this way may help us to understand better our organization and also the theory of organization in general.

2. The following is an abbreviated job description taken from the files. What does it tell you about the Forest organization? Is this a functional job? A staff job? A line job? Or about what per cent of each? Has the Supervisor divided the work of his assistants on the basis of function, product, territory, or just on the basis of amount? Would you say that the entire Forest personnel know definitely the authority and responsibility delegated to this position? Is it a job that permits of measurement—a definite set-up against which to check results?

(Of course you understand that this is not taken from the Forests organi-

zation plan but from the man's own description of his job.)

### Job Description

"The duties in connection with the following activities have been delegated to me by the Forest Supervisor, to whom I am directly responsible. This work is done with his help and under his direction:

#### *Range Management.*

Action on grazing applications on four of the eight ranger districts of forest.

Review of range management plans and assistance and direction to rangers in putting them into effect.

Action on grazing trespass.

Estimating carrying capacities of ranges, studies on carrying capacities.

Computation of individual grazing fees under range appraisal.

Annual progress report to District Forester

Direction of preparation of letters of transmittal.

#### *Fire.*

Revision annually of fire plan based on past year's performance. Supervision of fire organization. Checking of fire reports. Handling of large fires where help is requested by rangers. Preparation of statistical reports in connection with fire.

#### *Improvements.*

My duties relative to the above are assisting field force in location and supervising construction.

#### *Inspections.*

This is being placed under separate heading, but it concerns each of the activities listed, in addition to other activities of rangers such as timber sales and recreation. I make fire inspections of four ranger districts and general inspections of two ranger districts, each year.

Recommendations are made for information of Supervisor, who often delegates to me the action to be taken thereunder. In a large percentage of cases, it is necessary to make decisions on the ground.

#### *Lands.*

The duties under this activity are those relating to claims, special uses and land classification.

#### *Engineering.*

#### *General Correspondence.*

In the absence of the Supervisor and first assistant I handle the desk and assume responsibility for the action taken during those periods."

3. The following case was given to me as an example of failure. What kind of failure is it? And whose failure? Is it poor organization, poor executive control, poor personnel management, or what? No one concerned was intentionally doing other than the best he knew. What was wrong? Give



the reasons for your classification of the failure.

“Considerable difficulty had been experienced in securing compliance on the part of a timber sale operator with the regulations. The District Ranger was not entirely sure of himself as he was somewhat new on the job. The Supervisor, when looking over the situation with a member of the Regional Office, practically ignored the Ranger when discussing the sale with the operator. The Supervisor, when going over the ground, did not invite the Ranger to accompany him but left him to his own devices.”

## SUPPLEMENTAL READING

### LESSON 1.

*From "Basic Principles of Organization," by T. H. Jackson,  
Colonel, Corps of Engineers.*

*Published in the "Military Engineer," 1924*

The subject of organization is one of an interest and importance which is appreciated by few. We seldom stop to examine the organization of which we form a part, to see if it is really good. Still less do we examine the organizations which are to be used in time of war, to see if they are sound in theory and based on experience. In the training of our officers in leadership, we are particularly remiss along this line. \*\*\*

Organization is the means by which the will of a leader is imposed on his work. The more perfect the organization, the more clearly is felt the will of the leader. When the leader is the worker, or when those working under him are so few in number that he supervises the duties of each, there is no need of organization. However, as soon as the personnel becomes so great that the leader cannot give detailed supervision, he divides his force and places each portion under a leader. He now supervises the work of these groups, as groups, and no longer supervises the work of the individual members of a group. This is the first step in organization and, in taking it, he makes use of the great principle underlying all organization—the Principle of Decentralization. The number of steps in an organization depends entirely on the magnitude of the personnel or of the field of operations.

It will be seen at once that the efficiency of an organization is dependent on the ability of the group leaders, who carry the will of the leader to the workers. They are the ones who produce new ideas, methods, and efficiencies within the organization and, above all, develop that morale which is its life. Their importance varies, in general, with the size of their group or the importance of the work they are trying to accomplish.

Like all great abilities, capacity to organize is based on natural qualities to such an extent that it is almost a gift. However, like all gifts, it is susceptible of improvement by study and sound experience.

It is a remarkable fact that in our training little or no attention is given to developing our latent gift of organizing by teaching us the fundamental principles involved in sound organization. It seems to be assumed that organizing is a duty confined to those having great responsibilities, and that by the time one reaches that point he will have acquired the capacity. This assumption is absolutely wrong. The necessity for organizing knowledge is always with us and in at least direct proportion to our responsibilities, and the earlier in our career we are trained as organizers, the greater the benefit to the organization in which we may be a leader. In fact, juniors in command of groups

are frequently more concerned with organizing than many of their seniors. An officer in command of a company, or an engineer in charge of a construction job, is confronted constantly by organization problems. The former has the selection of group leaders (non-commissioned officers); the latter has this problem always, and as his work develops he has also that of group organization.

There are two important parts to every organization:

- a. The framework.
- b. The group leaders.

The creation of the framework involves:

- a. The creation of groups through which the leader directs the operations. This is the chain of command.
- b. The assignment of duties to each group. This is the chain of responsibility.

How far down the line a leader should organize depends on many considerations. If the organization is to be a very centralized one, or if it is to be a permanent work such as maintenance or operation, all subordinate groups may be organized. However, for construction in peace and for all work in war, a leader should in general organize only down to those groups whose leaders respond directly to him. In other words, he divides the area or the forces that are under him into a certain number of groups which may be called commands, and appoints the leaders of such groups. He then deals only with those leaders. Each group leader in turn organizes his group into sub-groups, appoints leaders, etc. \* \* \*

After the grouping described above is perfected, there remains the most difficult task, the assignment of duties to the groups. It is absolutely essential that each group should know exactly what it has to do, and how it is to function with the one above and those below. The creation of the groups is a simple task compared to the assignment of duties. \* \* \*

*From Preface to "Fundamentals of Business Organization,"*

*by Webster Robinson, Ph. D. Organization Analyst.*

Until recent years, the scientific study of this subject has been confined chiefly to the industrial engineer and the organization analyst. But their work has been largely specialized in character and individual in approach. They have made little attempt to formulate complete working principles and to present them in such a manner as to enable the student of business organization fully to grasp their significance and to master the basic methods of applying them. I have endeavored to formulate these principles; to reduce them to a relatively few fundamentals which the executive should recognize and take into consideration in constructing his organization; and to present each one in such a manner as to make easily intelligible its character, value, and application. The fundamentals of organization are not new; they have been uncon-



sciously applied since the days of the earliest business enterprise. But through a failure thoroughly to comprehend their scope and significance, their application has usually been only partial, haphazard, and consequently ineffective.

\* \* \*

*From "Theories and Types of Organization", by Thomas R. Jones of*

*The Cincinatti Milling Machine Company*

*By permission from the American Management Association*

There used to live on the outskirts of my home town a man who evidently had two ambitions in life. The first was to have all the children possible, and the second was to provide for each child a room to himself. When he was married he started living in a house of five rooms, and from then on each time an additional child came to the family, he added a room to the house.

He was much more of an opportunist than an architect, and the outside of the house showed it. If he happened to be in funds the addition was fairly substantial. If he was short of funds, the new child got a lean-to.

When I left my home to go to college, there were nine children in the family and fourteen rooms to the house. I have never seen the inside of the house, but from the outside one wonders how one gets from the front door to the latest addition.

This house always has symbolized to me the type of organization to be found in many companies. When the big boss gets a new child of the brain he tacks an organizational lean-to onto his main structure and forges ahead.

Similar results are achieved by the business manager who sees in the plant of another an organization chart and the mechanism of an organization which looks to be ideal. He carries home a copy of this organization chart and, regardless of the setting, forces the design, in its entirety or in part, upon strange surroundings merely because it looked well in the surroundings originally given it.

Another type of misorganization is pictured to me in the home of P. T. Barnum. When building his home at Bridgeport he stated that he wanted everything that was to be had, regardless of cost, and judging from the pictures, he got it. The general design was Turkish, and every possible excuse was used to add a tower, a minaret, a projecting window, a balcony, or a gallery. As Barnum prided himself on this house, many business executives point with pride to the many galleries, balconies and minarets in their businesses, claim proudly that they have all that is to be had in modern organization and give little thought to cost or to the relative usefulness of each of the various appendages.

Of course, in addition to the large majority of haphazardly organized businesses, we have the few, large and small, which have been models of accomplishment and whose organizations are models of compactness and efficient



operation. Sadly enough, from the business standpoint and for the complacency of modern business executives, these well organized companies are in the minority.

Mr. W. J. Donald, speaking at Buffalo at the June, 1928, Conference of the Production Executives Division of the A. M. A., made a strong case against the type of organization current in many of the supposedly modernized businesses. The keynote of his talk can be taken from the following quotation:

“If we have any particular curse in an organization today, it is in the cross currents of authority; the division of authority; the fact that a foreman hardly knows who is boss; hardly knows to whom he should go for instruction. We have production control; personnel departments that are supposed to control; industrial engineers that encoach on the functions of the line organizations; training departments that have taken entirely away from the foremen the function of training; and personnel departments that at one time said they could compel the foremen to take men that they did not want to take and compel them to keep men that they did not want to keep. Functionalization has run riot over the last twenty years, approximately.”

If we give Mr. Donald's remarks thorough and careful thought, we cannot but realize that what he says is true. He indicts functionalization. Is this therefore a decisive blow against the case for functionalization? Is functionalization something tried and found wanting and to be discarded? Functionalization is one of the children of the modern necessity of specialization? Are we going to specialize if we don't functionalize.

At one of the recent meetings in Chicago, some combined sage and wit remarked: “The present philosophy of business organization is that if we make enough ruts the business will run in them.” If that is true, it is serious. Where lies the fault? Is the fault in functionalization or standardization? Is the fault with principles used or is it the way in which the principles are applied? In quoting the above remark, Mr. Donald interpreted it to mean: “Wherever you see an evil, set up another evil to check it.” I do not interpret the remark in the same way, but I do think that Mr. Donald has put his finger upon another current evil of organization, namely, the expensive, aggravating, method of attempting to control through espionage. Speaking further, Mr. Donald said, “Our system of divided responsibility which we have in government was, strangely enough, taken from Montesquieu's Doctrine of State. Montesquieu, back in the eighteenth century, interpreted the British constitution as moving in the direction of checks, balances, and divisions of responsibility at a time when, as a matter of fact, the British system of government was just flowering into the completeness of the cabinet system, and the doctrine of the cabinet system is undivided responsibility, and every minister in the cabinet joins with full responsibility for the policy of the government.

“We misinterpreted the trend of the British constitution and so we

have had a system of checks and balances in government and do you know, we are the only so-called representative governmental system in the world which has the principles of divided responsibility of government. And here I find people applying checks and balances and divided responsibility in business administration; copying from the field of political science something which the political scientist well recognizes as the cause of most of our governmental difficulties as well as administrative deficiencies."

I think that many organizers will have to plead guilty to the charge of the institution of checks and balances, but I wonder whether any business organizer is doing so in the conscious attempt to adopt the representative governmental system of the United States in his business? Furthermore, is the case against the system of checks and balances all tied up with modern tendency toward functionalization and specialization?

Even a casual survey of industry shows us whole industries running along under conditions of industrial organization which existed in 1850 when Robert Owen was making the first crusade for intelligence in business management, and we who are concerned in modern methods and believe in them cannot understand why many of the units not only continue in business but make a profit. On the other hand, we have successful companies boasting of their efficiency; 90 percent of their direct labor on incentives; all working in the highest degree of effectiveness; but we find on investigation that they have an equal amount of indirect laborers running around out of control, stepping on each others heels. We have companies boasting of their production methods; labor costs reduced to a minimum; equipment specially designed and adapted so that the last cent is wrung from the equipment dollar; and, on investigation, we find that, for every producer, they have two functionalized white collars running around telling the producer what to do. Again we have companies seemingly prosperous and internally harmonious, but with a chairman of the board, a president, eight vice-presidents, and an administrative and executive hierarchy sufficient in size to run a small government and all of the underlings doing their best to ride several horses at the same time until they are able to find out who is the boss.

What is behind all of this? What is right? What is wrong? Is there such a thing as a correct method of organization? Is the organization chart a desirable means, or is it something to be discarded forever? Are we doing anything to improve our condition? These are all questions on which we shall attempt to throw some light in this paper.

## THE HISTORY OF ORGANIZATION

The history of organization is difficult to trace for the reason that it has been sadly neglected by the historians. The history of organization may be said to be the history of man from the time he first attained group conscious-



ness, but the historians have contented themselves with the recording of the results of battles, the changes of border lines, the rise and fall of dynasties, rather than with the human planning or organization which lay behind them and brought them about.

The first organization was possibly that of a few men fighting under a leader who was the strongest among them; or possibly a tribe of relatives under the control of the strongest, or of the tribal patriarch. The first human records from which organization may be inferred with certainty are those of Egypt. The Egyptians were primarily a peaceful people interested in industrial development. True, whenever they felt the need of additional slaves they sent armies into Nubia, Arabia, or even in the direction of Mesopotamia, to gather up the hundreds and thousands of Nubians, Arabians and Jews to assist them in building their many engineering works. But these army organizations were skeletal and the armies were made up by draft whenever the need of an expedition was felt.

However, the Egyptians must have had a real sense of organization or they could not have carried out some of their very large engineering and architectural feats. Some of the irrigation projects, for example, were of large proportions. The pyramid of Khufu (Cheops) at Gizeh required the efforts of one hundred thousand laborers for twenty years and contained two million, three hundred thousand blocks of an average weight of two and a half tons. These blocks were quarried across the Nile River, carried across on barges, dragged up a steep incline and settled into position on the pyramid. The very magnitude of these operations demand more than a mere hit-or-miss organization. From records it is found that one of the Pharohs, two thousand, five hundred years before Christ, had a chief architect, two treasurers, judges, high priests, and other functionaries of his reign, indicating a fairly well defined governmental organization. Records have been found of an expedition of ten thousand men which traveled hundreds of miles to a particularly fine granite quarry to get granite blocks for the Pharohs sarcophagus. This happened two thousand years before Christ. A record left by the commander of this expedition says: "My soldiers returned without loss, not a man perished, not a troop was missing, not an ass died, not a workman was enfeebled." This certainly indicates organization and forethought of more than ordinary character.

It is recorded that the father-in-law of Moses, when Moses was conducting the Jews out of Egypt, took him to one side and told him, "Moses, you are trying to do too much yourself. You must organize." Moses saw the light, applied the principles of the delegation of responsibility and authority, appointed Aaron as Assistant General Manager, and Judges and Captains to do the detail work.

I am telling you these things that we may realize that an industrial organization of large magnitude is not as new as some of us think it is.

Later organizations were mostly those of armies and governments, although the Romans knew something of industrial organization as is evidenced by their systems of roads and aqueducts.

The organizations with which we are most vitally concerned did not arrive until relatively recently in man's history. The industrial revolution was the father of many offsprings, one of which is the modern industrial organization. Previous to the industrial revolution, one man with his family or half a dozen relatives constituted a factory. Most products were produced in the homes. The advent of machines permitted and demanded the assemblage of many people in the production of any product. The advent of the machine brought with it the advent of the industrial capitalist, and for over a hundred years the reign of the independent capitalist in industry was supreme. During that length of time there obtained one form of organizational control. The capitalist was owner. He was boss. Everything he supervised he controlled directly. This type of organization had definite limits which were the limits of the man at its head. There were limits to the amount of money which he could command. There were limits to the number of people which he could control. This type of organization had its dangers. As the man arose in power and ability the business prospered. When he reached the zenith of his productivity the business at the same time reached its height, then accompanied him on the decline. The type of control exercised by such an industrial leader prevented his subordinates from expanding and, when the business declined, there was no one available to step in and carry on.

At some indefinite date there came in a new tendency—that of the broadening out of ownership through the creation of a corporation. For a great many years even this type of organization of capital merely extended the control of the company to the hands of a few capitalists rather than one. But in the last few decades there has been an entirely different type, that of public ownership of business and industry through the ownership of stock by the public. This last development had a far reaching effect, in that the owners of widely owned corporations were no longer the managers. There arose a new class in industry—the professional manager—the man who did not control or even own a large portion of the stock of a business, but who was hired to manage and operate it. With this phase came greater attention to organization; organization to the point of enabling the business to carry on irrespective of the coming and going of individuals in its management. This phase has brought about the immortalization of the corporation; or, if not immortalization, at least the end of the dependence of the corporation on the individual mortal.

The diversification of ownership through stock ownership has brought with it another condition. This condition is that of size. Large capital available through the collected savings of a large number of people has permitted growths, mergers, and consolidations of heretofore unknown dimensions. The



result is that organization is made an absolute necessity. The inability of any one man to be omniscient or omnipresent has brought about the delegation of authority and responsibility to a high degree.

The first and practically only intelligent and comprehensive attempt to develop a scientific basis for organization was applied to manufacturing by Frederick W. Taylor, beginning in 1880. Mr. Taylor delved deeply into the fundamentals of shop management and evolved and applied certain definite principles. He also built up and refined for the first time a type of organization which had never before been intelligently used, namely, that of functional control. This work stands out as a small island in a sea of empiricism. Taylor's followers did very valuable work in the management field, but none touched on organization. Mr. H. W. Gantt, for example remarked to me several times in his very positive manner, "I do not care what type of an organization a man has, if I can find out what is going on within his organization." From this philosophy was developed the Gantt chart.

When recourse is had to the authorities for the fundamentals of organization, an astonishing lack of agreement is found. From what these various authorities say, I do not believe that they know they are disagreeing. One would be prone to believe that writers on organization do not read one another's books. With few exceptions, it seems that each writer has heard of line, staff and functional types of organizations, and thinks that within the limits of these three types lies the whole gamut of the science of organization. Attempts to seek for or to develop fundamentals are sporadic and fragmentary. The usual discussions are the type that are usually both elemental and hazy and the illustrations are anything but illuminating.

The present status of the science of organization is that there is no science. Every man who attempts to organize today does so on the basis almost wholly of his own experience and ideas with results that are far from uniform or ideal. The Science of Organization awaits another Frederick W. Taylor, a man on the inside of business who can and will spend his time in analysis and investigation and freely pass his information to others.

### THE THEORY OF ORGANIZATION

Whenever an attempt is made to discover the correct method of organizing a business, one always meets the statement that there are three types of organization: Line; Line and Staff; and Functional. Suppose that it is desirable to organize a sales division of a large business distributing a wide variety of products nationally. Suppose we say that we will have twenty branch houses, each branch house covering the sales of a given territory. According to all authorities, this would probably be a pure "Line" type of organization. But suppose that we say to each of our branch managers, "You take care of the sales only. You will report as before to the Sales Manager, but we will have at the Main Office a man who will be in charge of a department to do

all sales research for you. Another man at the main office will have a department in which will be carried on all of your sales planning. Another will have a department which will do all of your advertising. Another will have a department in which all of your quotas, bonuses, and so forth will be cared for." Is then, the Branch House organization any less a line organization?

Somebody will probably say, "Now you have a functional organization," in reply to which I will say, "How have we in any way changed the branch house organization from the status of line organization by simply taking from it some functions?" Suppose that you insist still that we have a functional organization. It isn't the type of organization that Frederick W. Taylor would have called functional. True, some of it is divided along some functional lines, but the method of control is certainly no different than that exercised in any line organization. Someone else may say, "Well this is a clear case of Line and Staff." But is it? It is divided functionally and the functional departments are operating and not advisory units.

In this argument we are confusing two things: The operating *units into which we may divide* an organization and the general *method by which authority is exercised and delegated*. We may immediately clarify the situation by saying that an organization may be divided according to one principle and controlled in accordance with another.

### *Organizational Division*

The activities of any business may be subdivided by:

1. Product
2. Process
3. Equipment
4. Geography
5. Function
6. A combination of any of the above.

1. Division by products is typified by the organization of the General Motors Corporation which does not attempt to make all varieties of cars in one factory, nor does it attempt to make all of the parts of any one car in any one factory.

2. Division by process may be typified by the veneering department of the White Sewing Machine Company in which all veneering is done regardless of the type of equipment. Veneering lathes and slicers, for example, stand side by side.

It might be noted that any of these divisions are not confined necessarily to a single business, but may extend throughout an industry. Such division by process is typified by certain portions of the Textile Industry in which one business will produce the fibres; a second business will do the spinning, and produce the thread; a third business will produce the woven cloth; and a fourth business will dye the cloth.



3. Division by equipment may be typified by any manufacturing organization which has its organization divided in accordance with the type of equipment. For example; a division in which all lathes are grouped in one department, and all planers, milling machines, grinders similarly each in separate departments. A manufacturing plant with a separate drop forge shop may be said to be divided by equipment or by process.

4. Division by geography may be typified by most any national sales organization with branch houses in various parts of the country. Geographical division may also be typified by a vertical trust which has various plants located at raw material sources or at markets because of the economic advantages of such localities.

5. Division by function may be typified by a sales division in which sales or selling is separated from sales planning, sales research, advertising, and quotas and performance, and each of these functions placed under the control of specialized departments.

By "function" is meant a group of logically related and interdependent activities. In dividing functionally it is necessary to group activities in such a manner that each function is clearly distinguishable from other functions and each function is suitable for single control. Typical general functions to be found in a manufacturing business are shown in the accompanying table.

TYPICAL GENERAL FUNCTIONS WHICH MAY BE FOUND  
IN A MANUFACTURING BUSINESS

*Administration*

- Policy
- Public Contacts
- Organization
- Coordination
- Control

*Finance*

- Planning
- Recording
- Comparing
- Provision of Capital

*Marketing*

- Design
- Research
- Planning
- Execution

*Production*

- Processing
- Facilitation
- Design

Equipment  
Layout  
Specification  
Tools  
Maintenance  
Material  
Procurement  
Storage  
Transportation  
Planning  
Methods

\* \* \*

*From "The Philosophy of Management" by Oliver Sheldon  
with permission from the Publisher—Pitman and Sons*

As modern management develops, it is almost unconsciously becoming increasingly scientific. Though it may not deliberately be aiming at the elaboration of a science, its methods are conducing to that end, since it is growing in its everyday affairs more analytical. The management of a generation ago was synthetical without being analytical. It relied on chance or on initiative. It built on a foundation of faith. It did not pause to analyse, to dissect, to investigate; seeing a chance, it took the risks and plunged. Modern management is inclined to build upon a surer foundation. The risks are greater; the penalties of failure are heavier; the competition is closer. Costs must be taken out, operations must be studied, the workers must be psychologically examined, the progress of work must be investigated. No problem in the business of manufacture is so insignificant that it can be settled without due consideration of the facts. Initiative without knowledge is risking too much.

Clearly, the more the spirit of analysis comes to actuate management, the closer are we drawing towards the formation of a science. We should be careful to note, however, the distinction between the science of management and those sciences which management employs. As the instruments which management uses become more scientific, the use of those instruments itself must become scientific. The co-ordination, organization and direction of sciences is itself a science. Though, for example, the science of medicine is employed in industry, it is not of itself a component part of the science of management. Management employs this and other sciences, but its own science is distinct from them all. It is the science which analyses the task of industrial management and each branch of that task, and finally lays down a basis of knowledge upon which management may act in its use, organization, and co-ordination of other sciences, to the common end of production.

Despite our preliminary definition of management, and despite our survey of its growth, the term must still convey only a blurred impression. It



remains, therefore, to determine, firstly, the main divisions of the task of management; secondly, the qualities requisite for the various grades into which management falls; thirdly, the form of organization in which the divisions of the corporate task and the divisions of human faculty may be most efficiently combined. This last problem is treated in Chapter IV; the first two problems we may consider at once.

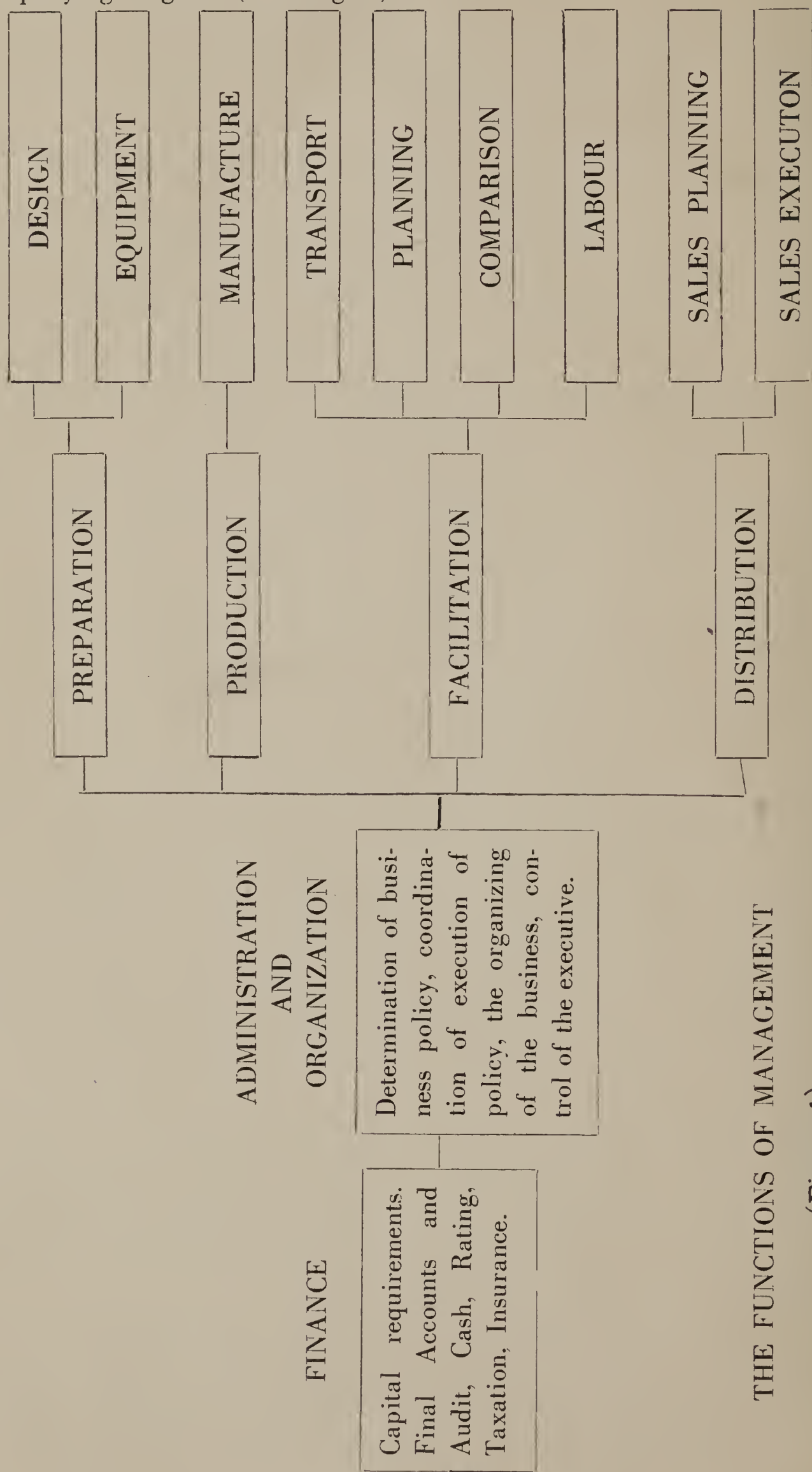
The work of management may be described as a group of interdependent functions based upon fundamental divisions of the task of production. The knowledge of these fundamental divisions is the true basis for the development of an industrial enterprise. It is to the industrial administrator what biology is to the physician or mechanics to the engineer. It is his foundation, determining the lines of growth. The vast size of many industrial undertakings, and the fact that they have largely swollen to their present proportions without any reference to the basic divisions of production make a return to those bed-rock facts a prime necessity. For, though concerns may grow by the sheer strength of a constructive brain, their maintenance at a high level or their further development is, under modern conditions, a problem, not only of personality but also of the application of scientific truth.

The heyday of empirical business administration is over. To-day is the day of scientifically regulated progress, based upon a rigorous analysis of the body industrial. Our problem, therefore, is to divide the task of production into scientific sections, on the basis, firstly, of the natural lines of industrial growth; secondly of the indissoluble connections between related activities. These are the two principles by which the main functions of management are to be determined. The first principle lays down that industry is an organic growth, and that its functions are the outcome of a process of devolution from the original state wherein all functions were combined in one individual. The second principle lays down that the division of the task of management shall be according to the relations existing between groups of activities, like being grouped with like. The first of these principles, although made much of by the subject, is clearly of only academic value if the same results can be obtained by the application of the second principle alone.

It is of greater importance that our analysis should be scientifically based on the facts as they exist than that it should follow the lines of a process of devolution which is largely hypothetical. Moreover, since our analysis is being made with the object of determining the grouping of the general task of management, our division of that task must be such that each function is conceivable as capable of direction by a single individual.

We have, therefore, to determine the functions of management in such a way that, firstly, each function forms a compact group of intimately associated activities; secondly, each function is clearly distinguishable from other functions; Thirdly, each function is suitable for single control. Upon this

basis it is suggested that the functions of management are as shown on the accompanying diagram (vide Fig. 1). \* \* \*



THE FUNCTIONS OF MANAGEMENT

(Figure 1)



Following upon the function of Finance comes that main division called Administration, which is concerned in the co-ordination and organization of the corporate activities, the determination of business policy, and the ultimate control of the executive. This function stands mid-way between Finance and Management proper. It is the function of the "boss"; the function which the active owner of a business retains to the last and cannot devolve. Clearly, however, this function is divisible into two main parts: firstly, that part which is concerned in policy-forming; secondly, that part which is concerned in organization and control. The former may be called the "determinative" element, the latter, the "co-ordinating" element. The former is more closely allied to Finance, since the decisions taken upon broad business policy must normally be based upon financial considerations. The latter is more closely allied to management, since its business is the organization and control of management. In the average concern, the determinative element is represented by the Board of Directors, and the co-ordinating element by a Managing Director or General Manager—or, as in America, by a President.

Further, in so far as this co-ordinating element spreads itself into the field of management, it covers the function of control generally. Under this function come all those in a factory whose business it is to co-ordinate the activities of others. This includes what are generally known as "departmental managers." These form what one may call the subordinate division of the function of Administration. Their immediate business is the supervision of actual manufacture, but such supervision necessarily involves the co-ordination of all the other functions which contribute to the efficiency of manufacture. Their primary function, therefore, is the co-ordination of other functions. This function in the average factory has not yet been fully developed. There are no clear dividing lines between Administration, Control, Planning and Manufacture. What we have not yet fully determined is the place of co-ordination in industry. We recognize it whole-heartedly at the head of an organization, but we have yet to realize that the function which is necessary at the head must also be continued down through the various limbs of the organization. At various points in an organization there must be centers of co-ordination, and where that is exercised the function of Administration may be said to be in operation. Such centers or points are those at which the process of manufacture can be divided, i. e. at the head of each section of the function of manufacture. Mr. Church has described this function—though he interprets it somewhat differently—as "the great Organ of Synthesis." It is the function which, both at the top of the organization and in the various divisions of the function of manufacture, controls and co-ordinates the activities of all contributory functions. \* \* \*

Production may be described as the actual making of the products; Preparation, as the activities necessarily preceding such manufacture; Facilitation, as the activities contributory to production; Distribution, as the business of disposing of the products. \* \* \*



The other function of Preparation is the provision of the necessary plant, tools and machines—the function of Equipment—the function concerned in the provisions, erection, installation and maintenance of buildings, machinery, power, light, heat and fittings. This is clearly distinguishable from other functions. \* \* \*

The business of Production—the second main grouping of the activities of management—is single and clear cut. It is the actual manufacture of the goods—the employment of the various machines, processes, operations, faculties and methods involved in the making.

The functions of Facilitation, on the other hand, are peculiar to no single industry or plant. They are common to the administration of every factory, irrespective of the nature of the products. Their general purpose is to facilitate the actual production—to take over those necessary activities which are not inherent in the immediate manufacture of the goods, so that the concentration of effort upon such manufacture may be unhampered by considerations of an alien character.

The remaining functions are those of Distribution, which we may describe as the business of disposing of the product.

Thus far, we have determined the basic functions of industry; we have not referred in any way to the welding of these functions into a form of organization. If it be true, however, that they constitute scientifically determined divisions, on the grounds of natural development, of inherent association and of human faculty, then it must follow that the building of an organization must coincide with these lines of demarcation. Organization, however, is more than a problem of functions. It is rather the combination of work-functions with human faculties. Organization, in fact, not only determines the piece of ground upon which a man shall work, but also the faculty he is to exercise in that work. Thus, several men will be engaged in the work of one function, but each will contribute different faculties— advisory, supervisory, clerical, and so on. It is these various faculties which we should now proceed to determine.

Before this, however, there is one general misconception which should be cleared away—the idea that “office work” is a function. Logically, there is no common factor binding different sections of office work together. Different offices are performing different types of work under different functions. In theory, this is normally recognized; but when it comes to the making of an organization the theory is overlooked, and all office sections irrespective of basic functions are herded together under one control. What we must recognize is that clerical work is not a work-function but the exercise of a specific human faculty employable in any function. Unless we recognize this primary distinction, the resulting confusion may be considerable.

We may not consider of what nature are the faculties necessary for the proper execution of each function. All the officers of a function are not

necessarily executive. Some will be advisory, other investigational. Possibly one officer will combine several faculties. He may investigate, advise, and put into execution. It is important, however, to distinguish between the three. The division of faculties may be said to have come about in the same way as the division of functions. Each faculty may be regarded as a devolution from that hypothetical condition of the "one-man" industry, where the functional divisions of faculty are concentrated in one individual. The growth of the concern involves not only a devolution of work, but also a devolution of the faculties to be exercised in its performance. Thus, together with the delegation to engineers of the installation and maintenance of Equipment are delegated also the supervisory, executive, investigational, and other faculties necessary for the execution of that work. It comes, therefore, that the work to be done is divided according to the functions already enumerated, and the requisite faculties are divided according to the various responsibilities, qualifications, and techniques necessary for the execution of those functions. We arrive ultimately at the stage where definite grades of workers, determined according to the faculties necessary, contribute their respective quotas to the common end of the efficient execution of the function.

The suggested division of faculties is shown on the accompanying figure (vide Fig. 2). An attempt is also made to define the title normally given to the officer contributing each faculty. This is, of course, somewhat invidious, since there is no recognized interpretation given to any of these titles. It serves, however, to bring the suggested grades more into the perspective of everyday affairs.

In considering this figure, it is necessary to remind the reader that it does not represent a form of organization, but only the faculties to be applied to the task of management. It is only half the picture. The other half is the analysis of functions. The two together form the groundwork of an organization. The description opposite each faculty in the figure is an attempt to give the broad distinctions between the sub-divisions of these faculties; it is equally possible that the individual may combine several faculties. It is submitted, however, that in the execution of the corporate task of production, the faculties as shown must be exercised in some form or other if that task is to be adequately performed. \* \* \*

Finally, the combination of these faculties with the various functions of management will provide the frame of the organization. This development from the fundamentals discussed in this chapter is considered in Chapter IV. It remains here to note three fundamental principles which this chapter has revealed. Firstly, we are in a position to be convinced that there exists a scientific basis of management. Beneath all the haphazard developments of the past century, it is possible to trace general principles which a scientific investigation of facts would support. We can no longer doubt that the business of industrial management can be analyzed into sections, and that upon an



accumulation of facts it should be possible so to determine what those sections cover that they can ultimately be accepted as standard divisions of the work of management. We can also be sure that management is an entity in industry, clearly distinguishable alike from Capital and Labour. In the spirit of our age, moreover, we are in a position to see that habit and custom, founded upon an ignorance of basic truths, can no longer pretend to direct the developments of industry, and that foremost among the needs of those engaged in management is the capacity for scientific thinking. Custom has played its part. It has, as Professor Marshall writes, "rendered the supreme service of perpetuating any such change as found general approval"; it has "supplied a permanent body of general design on which each fresh mind might try to make some variation for the sake of economy of effort, of increased utility, or more pleasing effect." But the sway of custom is being displaced by that of science. Where in the past we have neglected to analyse and to construct upon assured foundations, in the future we must plan our operations upon a carefully designed and calculated scheme, according to standards established by the closest investigation.

Secondly, if we have established the principle that management can be reduced to a science, we have simultaneously arrived at the conclusion that management can operate by scientific means rather than by the autocracy of the "boss." Management is no longer the wielding of the whip; it is rather the delving into experience and the building upon facts. Its leadership is based upon knowledge rather than upon force. Its task is no longer solely that of "getting the job through." Rather, in many of its activities, it operates through the application of a capacity trained in the investigation and solution of problems. Management, in fact, instead of being a law unto itself, has found that there are laws which it must obey.

Finally, we must be convinced that the practice of management can no longer be entrusted to incompetent individuals. It is no sinecure for the eldest son; no path of roses for the leisurely parasite. If management is founded upon a science, if its practice is a profession, then in the future we must expect its exponents to be men of high ability and the fullest knowledge—men who have graduated in their profession, and are qualified thereby to be entrusted with the responsibilities which its practice imposes. \* \* \*

It is important, further, to draw distinctions between organization and other allied terms. The distinction between Organization and Management was made clear in Chapter II. There are other terms, however, with which, owing to close connection, Organization is confused as, for example, System, Control, and Planning. Organization is none of these, though intimately related to them. A system is a standard way of doing things; it is a term applicable to any form of consistent and deliberate activity. There is a system of organizing as there is a system of control. The system of organizing, however, is distinct from the faculty for organizing, the process of organizing, or the



form of organization. Control, again, is more a part of management than of organization. Organization is the framing of a fabric composed of the two elements, work and men. Control, as a part of management, uses that fabric, but does not design it. The organization may be designed to facilitate control, but does not itself exercise control. Planning, again, is not the same as organizing. Organizing provides the channels through which work is made to flow; planning determines the volume of the work passing through those channels. It is a branch of management in that it uses the form of organization. It endeavors to put the form of organization to its maximal use, but it does not design the organization.

This definition of terms is necessary on account of both the present confusion of thought and the inherent complexity of the subject. This complexity increases with the growth of the concern. The proprietor of a small business is normally little troubled about the problem of organization. He delegates practically no authority and takes personal responsibility himself. The policy of the business is his own policy and he feels no necessity to convert others to it. Time passes, and the business grows. Authority has to be delegated; responsibility and work have to be distributed. The proprietor finds his task is increasingly to co-ordinate and direct the activities of others. Later, he begins to realize that there is a lack of cohesion in the business which becomes more evident as a new generation comes into the concern. Finally, he finds that the business runs largely apart from himself, that he is only required when things go wrong, and that he personally is ignorant of much that goes on and of many of those working under him. He finds wide differences in individual capacity, work unequally divided, cumbersome and overlapping methods, departmental staffs diversely occupied, responsibility in a state of confusion, and individual duties undefined. He is thus driven, if he be wise, to study the problem of organization. As he studies he finds much valuable information and theory, but also encounters a thousand conflicting elements in his own factory which render such information and theory apparently inapplicable. He is compelled minutely to investigate his own organization, and finds that though it allows management to operate it does so by slow and confused methods. He finds, in fact, that while organizations can be scientifically constructed they can also grow unscientifically. He finds that the type of management he wishes to install cannot operate through an unscientific organization.

This is the story of 90 per cent of modern business.\*\*\*

Organization as such has no concern with the character of the product or of the processes or of the machinery. It is only concerned with the execution of the functions whereby the product is made, the processes operate, and the machinery works. For instance, in the payment of wages, organization is concerned in the arrangement of duties between the individuals affected, so that the methods existing for the payment of wages may operate smoothly and economically. It is not concerned with the character of the payment, whether

it is cash in envelopes or cheques, or with the character of the computation, whether by brain or by machine, unless different methods, involving different relationships between individuals, lead to different duties. Similarly, in the generation of power, the organization of the Power House does not take account of the character of the boilers and engines, their horse-power and capacity. It assumes those facts as fundamental, and concerns itself in the allocation of duties, so that the existing methods of operating the power plant may be properly executed. Or again, in cleaning a factory, the organization is not concerned in the nature of the cleaning apparatus. It is only affected if a change in apparatus involves a redistribution of individual duties. This applies equally to the product of the factory. The organization is not concerned in the nature of the product, except in so far as certain functions are necessary for its production.

This applies both to organization-building and to the re-organizing of an existing organization. Reorganization does not mean the alteration of everything from top to bottom. It is no business of the organizer, for instance, to consider whether the product is good, fair or bad, whether the office machinery is efficient, whether the engines are old or new, whether the workers are efficient or inefficient. Those are tasks of management. The organizer must accept these as fundamental and constant. Upon the existing product, the existing workers, the existing buildings and the existing machines he must build up his new organization. To alter these is not his concern, though he may legitimately point out any economies in organization which might accrue from alterations. On the other hand, if these should be altered, and certain changes in methods should result, then it is his business to consider what changes in duties follow upon such amended methods.

Obviously, however, not all changes in method involve changes in organization. Only those changes in method which involve changes in relationships between individuals or groups are the concern of the organizer. The fact that, by motion study, for instance, a different method of operation is discovered, by which a process can be executed more rapidly, does not affect the organization, unless thereby the duties of certain individuals are altered. From minute changes in operation, direct changes in duties will not generally result. But the effect upon the organization of several small changes in individual methods may be cumulative. Quicker motions, for instance, may lead to new processes, which, in turn, may lead to the employment of an additional foreman, or the transfer of a group of men to new work—a change which directly affects the organization. Or again, an administrative officer may keep his records in a certain way. Should he decide to keep them in another way, the organization is not affected. But should he decide that the records are to be kept by another officer, thereby affecting both his own duties and the other officer's duties, as well as the relationship between the two, obviously the organization is to that extent affected.



The process of organizing, in fact, is concerned with functions, and only with methods of operation in so far as changes in method occasion changes in duties. If it should be arranged that the dispatch of material shall be changed from one exit to another, the distribution of individual duties will probably remain the same. The character of the work will differ, in that, may be, two corridors only are traversed instead of three, but the duty of the foreman—viz., the transportation of goods—remains the same. If, however, it comes about that, in dispatching from the new exit, the issue of certain instructions is rendered unnecessary, then duties are changed and relationships are changed, so that the organization must be adjusted. Similarly, if it is found in the process of organizing, that closer relationships between individuals are possible, whereby the passing of certain orders is rendered superfluous, the organizer may legitimately suggest that such change in method is desirable, so that individual duties may be more compact. That is to say, his concern in methods is only to the extent to which methods determine individual or group functions and faculties.

It may be that this is to draw too fine a distinction between organizing and managing, but unless such a distinction is drawn the danger that organizing will be unscientific is much increased. Of course, the distinction drawn between the hypothetical organizer and manager applies, not only to such individuals, but also to one individual who may exercise two such faculties. The distinction is equally valid between the manager, in the exercise of his task of managing, and the same manager in the exercise of his task of organizing. The same individual may practice both faculties.

An example of the prevailing laxity of thought may be taken in the false distinction which is sometimes drawn between "organization of work" and "organization of staff." The two are the same. The organizing of work can only be in terms of staff, and the organizing of staff in terms of work. The distribution of work to be done according to individual capacities is organizing just as much as the distribution of individuals according to the work to be done. It is clear, however, that, in organizing, the work precedes the man. The function to be performed must be decided before the faculty for performing it is brought to bear upon it. Functions are irrespective of persons. The grouping of related duties must be preliminary to the assignment of such duties to individuals.. However, brilliant individuals may be, if they are allowed to collect around themselves duties which are not functionally related, they constitute a danger to the stability of the organization. It is far better that an individual should school himself to fit into a form of organization, provided the organization is scientifically sound, than that he should twist the form of organization out of its scientific structure to suit his particular abilities. Should such an individual die, or leave the business, the organization will be left distorted and stranded, by reason of the maladjustment of functions and faculties.

On the other hand, organizations grow. No man can foresee what develop-



ments may take place in a business. Brilliant leaders may guide an ever-expanding business, until its magnitude outdistances all the dreams of its infancy. The day, however, when this was possible, without a prepared plan of organization, is passing. A "one-man business" requires its plan of organization, even if all the functions are performed and all the faculties provided by a single individual. It is essential that he should distinguish, in his mind, the different functions which he performs. Then, when delegation of functions becomes necessary, with expansion, the process can be carried out upon lines which will hold good to whatever dimensions the business may ultimately expand. Development by the outstanding capacities of individual managers, irrespective of scientific organizing, is being superseded by development through the ability of individual managers to display their outstanding capacities through the medium of a scientific organization. Individual brilliance is not truly effective unless it is governed by corporate requirements.

\* \* \* \* \*

Job No. 1696		
Date 12-24-30		
Ordered for all Regim		
No. of copies 300		
No. of impressions 4200		
Cost:		
Labor	13	95
Overhead	7	07
Stock	3	00
Illustrations		
Plates		
Other	40	12
Total	66	14
New composition <input checked="" type="checkbox"/>		
Part Pickups <input type="checkbox"/> Standing <input type="checkbox"/>		
Old plates <input type="checkbox"/> Overprint <input type="checkbox"/>		

(OGDEN-12-22-30-300)

## DISCUSSION OF LESSON 1

J. B. TAYLOR

DEERLODGE

BUTTE, MONTANA

1. I do not like to fill out this form. With the exception of a few functional operatives such as draftsmen, stenographers, etc., almost everyone has some part in most of the faculties listed. What I did was to apply a process of elimination and cross off those least concerned with various faculties.

(Titles Copied from Chart Submitted)

### (1) DETERMINATIVE

Regional Forester, Assistant Regional Foresters, Forest Supervisor.

### (2) ADMINISTRATIVE

(a) Regional Forester, Assistant Regional Foresters.

(b) Assistant Regional Foresters and their Assistants, Forest Supervisor, District Rangers.

### (3) EXECUTIVE

(a) Forest Supervisor, Assistant Forest Supervisor, Assistant Regional Foresters, District Ranger.

(b) Forest Supervisor, Assistant Forest Supervisor, District Ranger.

(c) Forest Ranger, Forest Supervisor, Assistant Forest Supervisor.

### (4) SERVICE

(a) Assistant Regional Foresters, Forest Supervisor, Assistant Forest Supervisor, District Ranger.

(b) Assistant Regional Foresters, Executive Assistants, Forest Supervisor.

(c) Assistant Regional Foresters, Executive Assistants, Forest Supervisor, Assistant Forest Supervisor.

### OPERATIVE

(a) to (f) Everybody

W. G. WEIGLE

SNOQUALMIE

SEATTLE, WASH.

1. The Faculties of Management (Titles from Chart)

### (1) DETERMINATIVE

Regional Forester.

### (2) ADMINISTRATIVE

(a) Regional Forester, Assistant Regional Forester

(b) Assistants to the Assistant Regional Forester in charge of Improvements, Telephone, Engineering, Transportation, Fire Suppression, Law Enforcement, Logging Engineering, Timber Sales, Timber Surveys, Insect Control, Planting, Land Exchange, Forest Pathology.

### (3) EXECUTIVE

- (a) Forest Supervisor.
- (b) District Ranger, Assistant Forest Supervisor, Range Examiner, Road Inspector, Fire Assistant.
- (c) District Ranger.

### (4) SERVICE

- (a) Research, under Assistant Regional Forester.
- (b) Staff of Assistant Regional Foresters.
- (c) Regional Forester, Assistant Forester, Solicitor.

### OPERATIVE

- (a) Technical Assistant.
- (b) Executive Assistant.
- (c) Machinist, Powderman, etc.
- (d) Foremen.
- (e) Temporary Labor.
- (f) Students.

---

W. L. BARKER, JR.

DULUTH, MINN.

### I. The Faculties of Management (Titles from Chart)

#### (1) DETERMINATIVE

Secretary of Agriculture, Forester, Regional Forester.

#### (2) ADMINISTRATIVE

- (a) Regional Forester, Assistant Regional Foresters, Supervisor, Assistant Supervisor.
- (b) Assistant Regional Foresters, Regional Fiscal Agent, Supervisor, Ranger.

#### (3) EXECUTIVE

- (a) Assistant Regional Forester, Supervisor, Ranger, Range Examiner, Regional Fiscal Agent.
- (b) Supervisor, Ranger, Range Examiner.
- (c) Supervisor, Ranger, Guards.

#### (4) SERVICE

- (a) Purchasing Agent, Supervisor, Ranger
- (b) Supervisor, Assistant Supervisor, Clerk, Ranger, Guard.
- (c) Supervisor, Assistant Regional Forester, Regional Forester, Forester.

### OPERATIVE

- (a) to (f)  
Supervisor, Ranger, Guards, Road Foremen.



## 1. The Faculties of Management (Titles from Chart)

## (1) DETERMINATIVE

Regional Forester, Assistant Regional Forester, Regional Fiscal Agent.

## (2) ADMINISTRATIVE

(a) Regional Forester, Assistant Regional Forester, Assistant to the Assistant Regional Forester, Regional Fiscal Agent, Regional Fiscal Agent Staff, Forest Supervisors, Forest Supervisors staff, District Rangers.

(b) Project chief, chief of party, as engineering jobs, grazing reconnaissance, exchange, etc., Attorneys, Road Foremen, Skilled labor, orther special trained men, Regional Fiscal Agent, Forest Supervisors, Forest Supervisors staff, District Rangers, Assistant Rangers, Alternates.

## (3) EXECUTIVE

(a) Project chief, chief of party, as engineering jobs, grazing, reconnaissance, exchange, etc., Attorneys, Road foremen, Skilled labor, other special trained men, Forest Supervisors, Forest Supervisors staff, District Rangers.

(b) Project chief, chief of party, as engineering jobs, grazing reconnaissance, exchange, etc., Attorneys, Road foremen, skilled labor, other special trained men, Forest Supervisors, Forest Supervisors staff, District Rangers, Assistant Rangers, Alternates, Chief clerks, Clerical help, Stenographers, File clerks, Bookkeepers, Time-keepers, etc.

(c) Project chief, chief of party, as engineering jobs, grazing reconnaissance, exchange, etc., Attorneys, Road foremen, Skilled labor, other special trained men, Forest Supervisors, Forest Supervisors staff, District Rangers, Assistant Rangers, Alternates, Chief clerks.

## (4) SERVICE

(a) Assistant Regional Forester, Assistant to the Assistant Regional Forester, Attorneys, Road Foremen, Skilled labor, other special trained men, Regional Fiscal Agent staff, Forest Supervisors, Forest Supervisors staff, District Rangers, Chief clerks.

(b) Assistant to the Assistant Regional Forester, Attorneys, Road Foremen, Skilled labor, other special trained men, Regional Fiscal Agent, Regional Fiscal Agent staff, Forest Supervisors, Forest Supervisors staff, District Rangers, Assistant Rangers, Alternates, Chief Clerks, Clerical help, Stenographers, File Clerks, Bookkeepers, Time-keepers, etc.

(c) Regional Forester, Assistant Regional Forester, Assistant to the

Assistant Regional Forester, Project chief, chief of party, as engineering jobs, grazing reconnaissance, exchange, etc., Attorneys, Road Foremen, Skilled labor, other special trained men, Regional Fiscal Agent, Regional Fiscal Agent staff, Forest Supervisors, Forest Supervisors staff, District Rangers, Chief clerks.

## OPERATIVE

(a) to (f) Entire force.

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H. E. FRENCH

F. J. POCH

SAN ISABEL

PUEBLO, COLORADO

### 1. The Faculties of Management

#### (1) DETERMINATIVE

Regional Forester.

#### (2) ADMINISTRATIVE

(a) Regional Forester.

(b) Assistant Regional Foresters.

#### (3) EXECUTIVE

(a) Assistant Regional Foresters

(b) Assistant Regional Foresters and Regional Forest Inspectors.

(c) Supervisor, Assistant Supervisor.

#### (4) SERVICE

(a) Assistant Silviculturalist.

(b) Assistant Regional Forester in charge of Operation.

(c) Regional Land Officer and Regional Engineer.

## OPERATIVE

(a) Logging Engineer, Road Engineer, Junior Forester

(b) Executive Assistant and Clerks, S. & T.

(c) District Rangers, Junior Foresters.

(d) Assistant Rangers.

(e) Temporary laborers.

(f) Assistant Rangers.

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C. E. FAVRE

WYOMING

KEMMERER, WYOMING

### 1. The Faculties of Management (Titles from Chart)

#### (1) DETERMINATIVE

Regional Forester.

#### (2) ADMINISTRATIVE

(a) Regional Forester.

(b) Assistant Regional Foresters.

#### (3) EXECUTIVE

(a) Forest Supervisor.



- (b) Assistant Supervisors, Forest Rangers
- (c) Forest Rangers.

(4) SERVICE

- (a) Junior Foresters.
- (b) Forest Clerk.
- (c) Junior Forester, Rangers.

OPERATIVE

- (a) to (f)

Junior Forester, Range Examiner, Clerks, Rangers, Assistant Ranger, Laborers, Smoke chasers.

---

J. F. BROOKS

SELWAY

KOOSKIA, IDAHO

2. Apparently there are two assistants on this Forest, each of whom has rather well defined responsibilities. The work has been divided on the basis of territory and amount and, I should say, partly on function. This man handles certain territory for some activities and the entire Forest for others. He and the other assistant do not each do half of all the kinds of work but seem to divide some kinds while each handles others entirely.

This job would, in my estimation, be about 10 per cent staff, 60 per cent line and 30 per cent functional. His job is essentially one of keeping the ball rolling but he also has certain definite jobs of his own to do.

I would expect to find the entire Forest organization posted on the authority and responsibility delegated to this position. I believe that as a rule when the incumbent knows as definitely what he is to do as this man does that his associates will also know. When uncertainty as to the place of a certain member of an organization exists, it is common to both the individual holding the position and to the other members. To this I can testify from personal experience, as I once had an assignment for several months, on which my authority and responsibility were hazy to me and more so to my associates. When I was transferred to a job which had certain well known responsibilities we all knew just what my place was and I no longer suffered the embarrassment of trying to explain to fellow workers what I was supposed to be doing.

This set-up permits of a good check on the quality of work being done and by comparison with the work of others, some measure of the quantity. Unfortunately no one seems able to state with any assurance how much of such work as is described a man should be able to do in a given time. The average worked up for ranger activities are, no doubt, good averages for ranger work, but are in many cases of questionable value because of the spread between the extremes.

3. This case of failure is difficult to classify and it strikes me as having been poor in every respect possible. The Supervisor's action was, of course,



very faulty. The system which allowed this ranger, new to the job, to get in a hole was faulty. Most Regional Office men I have encountered would have, in such a case as this, insisted upon taking the ranger into their councils but this one evidently let it go and wrote up a memorandum on the incident afterward. The Supervisor's action on the occasion described would point to poor personnel management as the underlying weakness which caused the difficulty. He probably had turned the ranger loose on the job with as few instructions as he could give him. Then, as a matter of poor organization, he had taken up the conduct of the sale with the operator without giving the ranger the recognition to which he was entitled. The ranger was quite likely given cause for either discouragement or disgust and allowed the sale to get in bad shape.

It is possible, also, that the Supervisor was actually trying to run this sale, having the ranger do only the specified things he told him. If this was the case it was poor organization, as one-man organizations are, unless the one man is of extraordinary ability.

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GERALD S. WHEELER

JAMES E. SCOTT

WHITE MOUNTAIN

LACONIA, N. H.

2. Without attempting to say whether the Job Description quoted was good or bad as originally written, it does not as now written set forth clearly or definitely the authority and responsibility delegated to this position. It would be hard indeed to check results against the set-up or statement of, for instance, the "Lands" job. We should say that the Supervisor had divided the work of his assistants more largely on the basis of function than amount. The division as to grazing applications is not truly territorial; it is rather on the basis of amount, unless the assistant handles the same four ranger districts each year. The job as described is partly functional, partly staff, partly line. Example:

*Action on Grazing Applications* (Line—If it's line action)

Studies on carrying capacities. Staff or Functional.

Review of range management plans (staff) and assistance (functional) and direction (line) to rangers in putting them into effect.

In a large percentage of cases it is necessary to make decisions on the ground. (Line)

3. The Failure:

Largely the Supervisor's failure.

"The District Ranger, new on the job, was not entirely sure of himself"

This might be poor organization, or perhaps Supervisor's failure to provide proper training, or there might be something more. We don't know enough of the background to the Ranger's assignment to this particular job. The last two sentences in the quoted paragraph constitute a serious indictment of the Supervisor's methods of executive control and personnel management. What was the action of the Regional Office inspector to redeem his responsibility in this case?

P. S. The supplemental reading accompanying this lesson is fine. The comments of Mr. W. J. Donald and other sentences on pages 10 and 11 strike me as particularly forceful and applicable to Service conditions.

J. R. HALL

STANISLAUS

SONORA, CALIFORNIA

2. The Supervisor I judge had certain men assisting him who had differing qualifications for handling the jobs that there were to be done. He undoubtedly selected jobs for these men according to their abilities. In the job description given by the man in question it seems clear that the Supervisor considered him especially valuable in Range Management and Fire, and has therefore attempted to delegate a lot of responsibility to him in these things. He is, therefore, intended as a functional Foreman especially in these things and has line authority in these matters.

He is also given other jobs and acts frequently as a facilitating officer on staff work. This man has a lot of staff work given to him if the total number of jobs he mentions is considered, but on the other hand the fact that he functions so largely as a line man on Range Management and Fire leads me to consider his is at least a 75% line job.

The Supervisor has decided the functions of this Assistant on the basis of the most important things he is to do, and added other things to round out his time and give him opportunity to help out on the many things that must be done by the Supervisor and his staff.

There is a question as to whether some of his jobs shouldn't have been in other hands, but can one determine this who is not on the ground? For instance should not the Rangers themselves have been the line men to act on grazing applications and not have a Supervisor's Assistant do so? Some of the other things are subject to the same criticism. Also some of the jobs would lead the other personnel as well as this man to wonder just to whom the authority and responsibility was delegated.

Some of the jobs are subject to measurement and many are not. It would look like the man in setting forth his jobs has no clear conception of what his responsibility is. This is true under lands for instance.

The Supervisor needs an organization with leaders who are versed in their work to whom he can delegate authority.

This Ranger needed more training but didn't get it in this case from the Supervisor either in advance or at the time of this particular meeting of Supervisor, Ranger and Operator, although it was a good opportunity.

The Supervisor took the job out of the Ranger's hand, and acted as the Staff man as well as line man. It showed poor living up to the form of organization he had in effect, poor executive control, and certainly an unfairness to his personnel.



2. One is impressed with the fact that the individuals in the Forest Service must do many lines of work, particularly when they are in an administrative position. It appears that this job is functional, staff and line. It would be difficult to say the percentage of the three different classes of work because the volume under each activity is not stated in numbers of days or their measurable factors.

The first job listed, that of grazing, is pretty largely functional. Fire duties are mostly functional with some line work (Getting the work done on big fires.) The third job, that of improvements, is again largely functional in that his duties are to actually do the work of location; he also supervises, so in this respect, it is line work. In the inspection work, the job is largely staff work because the individual inspects (i. e.: analizes, tests, studies) but finally he makes recommendations and decisions so in this respect he is doing line work. In the absence of further details about the kind of work done under lands, it is assumed that he does all kinds and therefore the job here contains all classes of work. Finally, handling the general correspondence and assuming responsibility for the supervision and action taken is a line job. It would seem from the description that the Supervisor has not followed any definite plan or division of work but has divided the job up pretty largely on the basis of function, amount of work, and some under territory. I doubt very much that the entire forest personnel knows definitely the authority and responsibility attached to this position. The general statement made would indicate that it would be somewhat difficult to understand the specific authority that is delegated and I doubt that a clear picture is given to the various members of the Forest. If they were furnished with a copy of this outline of work, however, they would no doubt be able to have a fairly clear understanding of the functions of this job.

3. It was a failure on the part of the Supervisor and probably both in executive control and personnel management; as manager of the enterprise, the Supervisor had not and did not set up a proper device to see that "Everything was done and done all right." Certainly, since the Supervisor's function is to study and analize and finally instruct and supervise, he should have helped the ranger to gain the right point of view so that the ranger could go ahead with the work in the future. It is poor personnel management because no one with any ambition will work industriously while being ignored and not have an opportunity to be present while his work is being criticised so he may learn first-hand.

2. The job description cited as an example shows that there must be a definite delegation of authority and that each job must be definitely assigned



to an individual who must be held strictly responsible for its proper execution. In other words, there must be organization. The delegation of this authority and responsibility is a functional job. The execution of the various jobs in the job description may be either line or staff jobs of the responsible officer, depending on the character of the job.

The illustration without further knowledge of the work to be done on the Forest does not indicate whether the work was divided on a functional basis. If the most logical or best fitted man to do the work was selected then the delegation was made on a functional basis. If the product of other similar jobs was weighed and the later jobs assigned accordingly it was done on a product basis. The basis of territory was used to some extent but it appears that the chief basis on which the work was divided was by amount without regard to function. The division might also be made in some cases as a basis for training and experience.

The entire forest personnel does not know *definitely* the authority and responsibility delegated to any position and from the job description given would not know definitely in this case for some of the jobs are not definitely described as for example: "Action on grazing trespass" or "Lands—The Duties under this activity are those relating to claims, special uses, and land classification." In both cases the definite definition of the job and definite delegation of authority are lacking.

Some of the individual jobs described in the job description can be definitely tied to results but for the most part there is an indefinite set up against which results can not be definitely checked.

3. The example given is a functional failure on the part of the Supervisor. His action showed poor personnel management. The Supervisor failed to take advantage of an excellent training opportunity and at the same time by ignoring the ranger when discussing the sale with the operator and when going over the ground failed in his functional duty of personnel management.

In this case organization was not lacking, neither did the failure have anything to do with executive control except to adversely influence control in the future. The failure can be classed as none other than failure in personnel management and the basic principles of such.

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M. M. BARNUM

P. D. HANSON

TRINITY

WEAVERVILLE, CALIFORNIA

2. The example demonstrates an organization where the authority has been delegated by line and staff control or delegation of jobs to the individual. His duties are chiefly line jobs with only a limited amount of staff or investigational and advisory responsibility. This is a combination of functional, staff and line jobs in which the Supervisor has divided the work on the basis of function and amount. The job has been roughly divided into 40 per cent

staff work and 40 per cent line work with the remainder functional. It is clearly evident that it has been divided on the basis of amount, for example, he only acted on grazing applications and made ranger inspections on half of the ranger districts on the Forest, showing clearly that a portion of the work has been delegated to some other member of the force. The Forest personnel knows definitely the authority and responsibility delegated to his position because he states that the jobs have been delegated by the Forest Supervisor. This is a job that permits of measurement through comparison with other work and noting the results obtained.

3. This example was an administration failure on the part of the Supervisor, showing poor personnel management. The District Ranger was new on the job, he needed advice and instruction, he needed to know definitely his authority and responsibility and should have received training sufficient to make him efficient and capable to carry on his work. The Supervisor had the opportunity to help the ranger so that he would know what to do in any further cases but instead destroyed the prestige of the ranger in the eyes of the operator, and gave him no training.

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J. K. DWINELLE

C. A. WEBB

KOOTENAI

LIBBY, MONTANA

2. The job description represents a combination of functional, staff and line work, about 50 per cent functional, 40 per cent staff and 10 per cent line work.

Work seems to have been divided on the basis of territory and amount.

It would seem that in case the Supervisor had but the one assistant, the entire Forest personnel should know definitely the authority and responsibility delegated to the position. However, since there is at least one other assistant, it does not seem that the various branches of work are definitely divided as to function so as to leave no chance for uncertainty in this respect.

This job would permit of measurement in a small organization. It does not seem a definite set up from which results might be satisfactorily checked if employed in a larger organization.

3. Administrative failure. Regional Forester failed in appointing the Supervisor who is so thoroughly incapable as to take the action cited here not knowing he was doing other than the best. Secondly, the Supervisor failed in all his actions toward the ranger and while the ranger temporarily failed to secure the desired results, it is directly attributed to the poor personnel management exercised by the Supervisor.

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SAM R. BROADBENT

CHOCTAWHATCHEE

PENSACOLA, FLORIDA

2. This job appears to be the "Handy Man" job. While it is perhaps based for the most part on volume, territory and product are also involved. It is not



clear cut, and is difficult to measure.

3. Proper executive control would have dictated that:

- (1) The Supervisor and Ranger consider the problem together
  - (2) Then the Ranger could assume the lead during the conference with the operator.
  - (3) The Regional Office man should have put the soundness of such a procedure (in 2) across to the Supervisor.
- 

WM. R. KREUTZER

VAN GIESEN, C. L.

COLORADO

FORT COLLINS, COLORADO

2. Where he directs supervises or exercises authority over others he is engaged in "line" work. For example: action on grazing applications.

He is staff man when he makes studies on carrying capacities of the range.

It would seem that his work was about 80 per cent line and 20 per cent staff and was allotted on the basis of amount and territory.

The authority and responsibility of the man is well defined except in connection with lands work and inspections other than fire and general inspections.

The job as outlined shows a rather definite set-up of work, except in those cases listed above where responsibility is not well defined.

It would seem that the job description in this case shows a rather typical allocation of work for an assistant supervisor. We feel that when a supervisor has two assistants, greater stress on division of work on the basis of function might result in greater efficiency and more refined workmanship.

3. This case exemplifies a definite failure in training, primarily on the part of the Supervisor and secondarily on the part of the member of the Regional office. First of all, the Ranger should have unquestionably been invited to accompany the inspecting party. His responsibility for the satisfactory administration of the sale should have been pointed out to him. A frank discussion between the Regional officer, Supervisor and Ranger of all sub-standard conditions should have ensued. It was then the Ranger's responsibility to outline the necessary corrective measures to the timber sale operator. If the Supervisor felt that the Ranger might fail, he should have taken up the matters with the operator, but only after having had a definite understanding with the Ranger that he only wished to show him the correct procedure in a case of this kind. The member of the Regional office should have strenuously objected to the way in which the case was actually handled.

The failure could be attributed to poor organization, executive control and personnel management. An excellent opportunity for training was completely bungled. The Ranger, if of fairly high calibre, must have been greatly discouraged and disgruntled by this type of high-handed administration. It seems very doubtful whether he would be very responsive to later training by his Supervisor.

C. C. HALL

SANTIAM

ALBANY, OREGON

2. Indicates a rather centralized organization directed and controlled by the Supervisor.

Mainly Line work by a Staff officer, 70 per cent line, balance staff.

Being specific activity of management it is also a functional job.

Divided apparently on basis of amount, but as question represents but half of the picture, it is difficult to say positively.

Yes, his authority and responsibility are clearly defined.

It appears to be a definite set-up from which results can be determined.

3. It is a failure in management. It is the Supervisor's failure or at least the responsibility is his. Failure is brought about by poor personnel handling; either in judgment in placing wrong man in charge or not clearly defining his responsibility and authority.

Probably the failure by the Supervisor in not giving or impressing the Ranger with the assurance of full support and help over the rough places.

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A. H. ABBOTT

GALLATIN

BOZEMAN, MONTANA

2. Without knowing the size of the entire job on the Forest, the description given can only give an inkling of how the organization is working. It seems safe to assume that the Supervisor has divided up the work among his two assistants and himself, and assigned the work according to the ability of the two assistants and their need of training. Without knowing the relative sizes of the jobs mentioned, and noting that timber sales as well as recreational work, etc. are omitted, it seems that the Supervisor has considered amount, function, product, territory, and all features pretty carefully. Seemingly function, staff and line are considered equally. It must be assumed that the Supervisor has taken pains to see that the Forest personnel know pretty definitely what each permanent member of the organization is responsible for. I think the job does permit measurement, and that results could be adequately checked.

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F. J. POCH

H. E. FRENCH

SAN ISABEL

PUEBLO, COLORADO

2. From the job description as given, it appears that the work involved is mainly a line job with a small mixture of functional and staff work. It is thought that the percentage of each is about 80 per cent line, 15 per cent functional and 5 per cent staff. It is somewhat difficult to determine the basis upon which the work of the Supervisor's assistants is divided, since a number of vague, indefinite statements occur and one has a feeling that the entire field of work is not covered. We think, however, that the work is mainly divided on the basis of territory with function and product given special consideration. There also seems to be some sort of control of the work on the basis of amount.



It is felt that there are a number of jobs that are loosely thrown in to take up any slack in time resulting from lack of activity in the main job. It is noted that under inspections and lands there are a lot of jobs thrown together and rather hazy description of just what duties are given. This condition indicates that the officer himself lacks a clear idea of the work delegated to him and also of his authority. It would naturally follow, then, that the entire forest personnel do not know definitely the authority and responsibility delegated to this position. Consequently, the job does not permit of measurement, as the set-up is not sufficiently definite against which to check results.

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WM. L. BARKER, JR.

DULUTH, MINNESOTA

2. The line up of jobs indicates that the Forest is rather large and that for efficient management, the Supervisor has been forced to consider the *amount* of work and divide the work *territorially* and *functionally*. The job handed to this Assistant Supervisor is 44 per cent staff, 31 per cent functional, and 25 per cent line. Those are not balanced averages though, for I did not attempt to estimate the volume of work in any function.

The knowledge of the Forest personnel regarding the authority and responsibility delegated to the position will vary considerably and depend upon the length of service under this division of work and the quickness with which the man understands organization work. Some Rangers never would know just what authority the Assistant Supervisor had; others would catch on to the line up pretty quickly. The chances are that the Assistant Supervisor would fit his authority and responsibility considerably to the Ranger District too.

Some parts of this job can be measured fairly well—they have been done many times before and the Supervisor should have a very fair standard. Other parts would be very difficult to measure and have to be judged by results obtained and roughly the time consumed in obtaining the results.

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P. V. WOODHEAD

C. R. TOWNE

ROUTT

STEAMBOAT SPRINGS, COLO.

2. To us, this job description indicates that the job is approximately sixty per cent functional, twenty-five per cent line, and fifteen per cent staff. Review of range management plans, the land activities, preparation of statistical reports, are examples of jobs largely functional in character. When a man relieves the ranger on a fire and takes charge he functions as a line officer. Inspection is largely staff work unless done by one who is definitely a line officer.

The work seems to have been divided almost entirely on the basis of amount. Too many activities of different character are included to conclude that the division is on the basis of function or product. Territory is mentioned only once in the job description and it is evident that the division was not on

the basis of territory.

Judging by the description alone, this is one of those jobs of which nobody knows definitely *all* of the authority and responsibility delegated to it. "Action on grazing applications on four of the eight ranger districts" is a definite functional job. Under *Lands* the description states, "The duties under this activity are those relating to claims, special uses and land classification." This job is probably largely functional but line and staff duties may also be included. The authority and responsibility in connection with *Lands* is quite indefinite. However, the fact that the position is a mixture of line, staff, and functional duties is the principal reason why there would be lack of agreement as to the authority and responsibility delegated to it.

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W. B. RICE

PAYETTE

EMMETT, IDAHO

2. The idea back of the Assistant Supervisors assignments seems to be functional. He is assigned practically all of the grazing work on the forest; other assignments apparently being in the nature of "fillers." It is not clear just why grazing applications are approved for only four of the eight districts unless there is also some sort of territorial division in the organization.

His work contains the element of line work in that he is apparently authorized to make decisions and give orders in the field and carries the responsibility of getting things done.

Staff work also enters in to a less degree in such items as carrying capacity studies and estimates.

Probably the work has been divided up among the assistants on a basis primarily of function, secondly on a basis of territory and lastly on a basis of amount.

The assignments of work also shows a very prevalent tendency in the service to fit jobs to men rather than to fit men for or to definite jobs.

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A. L. NELSON

NEBRASKA

HALSEY, NEBRASKA

2. The job description gives me the impression that the Forest organization revolves about one man who has delegated a portion of the work, with very little authority, to another who may be classed as a staff and line officer. The job description seems to include all three classes of jobs, that is, functional, staff and line, with line work predominating, distributed probably 45 per cent line, 35 per cent staff, and 20 per cent functional. Part of the work listed under range management is functional work, although it does contain line action in that he has direction of rangers in placing range management plans into effect. Staff work is also done in reviewing these plans, computing fees, and in preparing estimates and studies of the ranges. In the other activities, line work predominates.



I believe that the Supervisor, in delegating the various jobs to the assistant, had in mind dividing the work on the basis of amount only, rather than function, product, or territory. From the description I gathered that the writer did not have a clear idea as to the extent of his authority, and would infer that the entire Forest personnel was also hazy on the matter.

I believe that this is one of our weak spots in our Forest organizations, and that the authority of the Supervisor's assistants is not definitely known by the Forest's personnel. A man is promoted to an assistant's position and he is given a limited amount of authority, and if and as he grows into the job, this authority is increased as he proves himself capable of carrying the added responsibilities. Yet, do we consider that the other members of the Forest personnel recognize this growth? This method has its advantages and disadvantages. It is good for the assistant. He is rewarded for meritorious work by more responsibilities and necessary additional authority. This may cause some hard feelings or misunderstanding between him and the force, even if he is not aware of the increasing authority. This could be overcome by a timely office order occasionally informing the field of the new duties of the various members of the office; but the point is that we are apt to let this slide.

I would say that 80 per cent of the work listed, permits of measurement, since we have definite set-ups against which to check this man's results. There are standards in the grazing, fire, improvement, and inspection work which he must live up to, and his reports and reviews definitely permit of measurement. The thoroughness of his inspections, and their quality, would have to be checked by follow-up inspections, but this is possible and can be done.

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JAMES O. STEWART

ASHLEY

VERNAL, UTAH

2. The supervisor has apparently divided the work of his assistants largely upon the basis of function and on territory to a lesser degree. The job described is about 70% functional and 30% staff. It is doubtful if the entire Forest personnel knows definitely the authority delegated to this position. The job only permits partial measurement since it is apparently meant to be filled by a man of assistant supervisor rating, but the job does not call for all phases of the work of a supervisor, the position for which the man is being trained. When the supervisor and first assistant are absent and the man assumes responsibility for action taken, he must be woefully lacking in first hand knowledge which he needs to guide his actions in forest management, much of the improvement work and other jobs not covered in the job description.

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A. F. HOFFMAN

MONTEZUMA

MANCOS, COLORADO

2. The job description shows that the Supervisor has delegated to this man certain definite jobs and responsibilities mostly grazing and operation work. Apparently someone else is depended upon to handle most of the

Forest management activities, or else those activities are light. There apparently is a definite understanding about the duties of this man.

This is a combination of functional, staff and line job, with about equal parts of each, although it is apparently intended that the man is primarily responsible for getting things done.

The Supervisor has divided the work of his assistant on the basis of function, product, and territory and not so much on the basis of amount. The entire Forest personnel should know pretty definitely the authority and responsibility delegated to this position.

The job should permit measurement, that is, it is so described that there is a definite set-up against which to check results.

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WALTER G. MANN

KAIBAB

KANAB, UTAH

2. The job description tells that the Forest Service organization has many different kinds of work combined into one job. The job is functional, staff and line. It is only about 20% functional. It is about 60% a line job and 40% a staff job. The work has been divided on the basis of quantity or amount. Yes, I think the entire Forest personnel knows definitely the authority delegated to this person but probably they do not know his responsibility because they haven't any cause to know it, and besides it is doubtful if he knows his responsibility himself—it isn't very much. The job is very difficult to measure because there is no definite set-up. It is the job of an assistant and the responsibility is the superior officer's. The job is more of a facilitation job than anything else.

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LEWIS R. RIST

WHITE RIVER

GLENWOOD SPRINGS, COLORADO

2. The job description given in the lesson indicates that the Supervisor, either through lack of confidence in the subordinate, or for other reasons, considers it advisable to keep a very close check on the work. At least, this appears so by reading between the lines, but possibly this may be the fault of the writer of the description. I would consider the position, from the description, as one of staff and functional, however, with a definite delegation of authority and the work would be nearly equally divided between line, staff and functional. The work has largely been apportioned on the basis of amount. In some lines of work the delegation of authority and responsibility is definite, while in others, such as improvements, lands, engineering, this definiteness is lacking. Considering the description as a whole, I should consider it as very inadequately describing a position and one which would give the Forest personnel little definite information as to the authority and responsibility of the position over other subordinate officers. Many of the listed jobs fail to fix the responsibility of the position and consequently it would be difficult to measure the work and check results.



2. The job description tells me that the supervisor's staff includes a first and second assistant. The job description describes the duties of the second assistant and while it does not go into much detail I believe it gives a good idea of the responsibilities of the position. I would call it a staff job since the officer is an attache of the supervisor's office. It is functional so far as the officer is expected to take over certain work personally such as studies on carrying capacities, a function of grazing management, and other similar jobs. It is a line job to some extent but since the officer does not directly supervise the work of the ranger district I would not call him a line officer. His duties are to assist the regular line officers, the rangers, to get the work done.

The supervisor has divided the work of the assistant according to territory. He covers certain districts.

The Forest personnel should know the responsibility of this officer. The job description is clearly stated.

Since the greater part of the job consists in assisting others to do their work it is work which would be difficult to measure. That part of the officer's duties which relate to specific duties could, however, be easily measured. He could not be held responsible for the work of an unsatisfactory ranger after calling the supervisor's attention to the man and giving all assistance possible but I believe if we know enough about any job it can be measured and a definite set-up made.

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J. F. CONNER

HARNEY

CUSTER, SOUTH DAKOTA

2. This abbreviated job description indicates that the Supervisor has attempted to divide the work between his assistants largely on the basis of amount and with an effort at a limit of authority. The job is largely functional. The statement in the first paragraph, "Supervisor's help" limits the man's responsibility and makes his work functional. I would say that a considerable part of the job could be measured. For example, the Range Management job can all be measured for accomplishment. Under inspection, the job is not so definite but inspection is fact finding and since he makes the memorandums that gives him ample opportunity to report all information obtained.

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ROY A. PHILLIPS

NEZPERCE

GRANGEVILLE, IDAHO

3. The case exemplifies one of the most common and yet one of the gravest of organization failures. It is a combination of poor organization, poor executive control, and poor personnel management, probably not the first so much as the last two. There is clearly a lack of training on the part of the Supervisor or in the absence of that, an inherent inability to delegate responsibility to others which in itself indicates poor judgment by someone in his selection of a Supervisor. I have found from experience that too much care

can not be exercised in dealing with the public through the man on the job. The sooner the permittee or operator learns that the Ranger is the man whom he must do business through, the more satisfactory will be found things generally. That policy also tends to develop men, gives them confidence, creates initiative, puts them on their metal as against errors in judgment, and does away with any tendency to pass the buck. To do as this Supervisor did would eventually lead to the ruin of even a very capable Ranger at the start.

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EDWIN F. SMITH

ELDORADO

PLACERVILLE, CALIF.

3. This case is an example of poor executive management for the following reason:

First, if there were anything wrong on the sale, the ranger was the first one to know of it. Then by consulting with the Supervisor, they both would have understood the entire matter and would have formed a collective opinion of how to cope with the situation. The three should have gone over the area together and entered into a full discussion of the remedial measures to be taken by the ranger, necessarily corrective, which would be after gaining the knowledge of why these particular corrective things were applied and results.

The Regional officer would have gained from the Ranger and Supervisor their ideas and methods as to the putting into effect of an established policy, and would have been informed whether or not they fully understood the application of this policy.

The Supervisor and Ranger would have gained the knowledge of the application of a policy if they did not already have such.

The District Ranger would have still been the man in authority and upon whose shoulders the responsibility of results rests.

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J. E. RYAN

KANIKSU

NEWPORT, WASHINGTON

3. The failure involves poor organization also poor personnel management and might logically be charged to some executive who outranked the supervisor. Poor organization principles are apparent from the fact that the proper relationship did not exist between the ranger and the supervisor. The supervisor's action did not help the ranger improve his knowledge of sales work and was not good personnel management. Someone who did know sales work should have devoted time toward increasing the ranger's proficiency in the work and encourage him to stand on his own feet. He should have been given an opportunity to sit in at the conference when the trouble was being investigated. If neither the supervisor nor the ranger knew the right action to follow, seemingly, someone higher up the line should be held accountable for the existence of this situation.

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J. R. BRUCKART

COLUMBIA

VANCOUVER, WASHINGTON

3. This is an example of a very evident failure on the part of the super-



visor to properly organize the work on his forest in such a manner as to enable each individual in the organization to have a clear understanding of his duties and responsibilities with reference to the work in his unit. If this man had a hazy conception of his responsibilities in connection with the sale before the supervisor made his inspection, I imagine that he was more at sea than ever when the supervisor got thru. It is particularly demoralizing to any man to have his superior ignore him when discussing work for which he is responsible with the third party. The failure of the supervisor to invite the ranger to accompany him when going over the sale undoubtedly left the ranger with the impression that the supervisor did not place very much value upon the ranger's judgment or opinions and that he, the supervisor, could and would handle cases of this kind himself. Treatment such as this will very soon stifle all initiative of subordinates and shows a complete inability on the part of the executive to build up an organization that can be depended upon to function effectively.

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J. W. HUMPHREY

MANTI

EPHRAIM, UTAH

3. Assuming that the example cited was a failure, it occurs to me that it is poor executive control as well as poor personnel management. I would consider, however, that failure should not be charged wholly to the Supervisor. If the ranger had been sufficiently interested it would have been impossible for the Supervisor and the Regional inspector to have gotten away from him or to have discussed the situation with the operators without his being present. I can picture in my own mind a situation in which it might be desirable for the Supervisor to talk to the operator in the absence of the ranger and to the ranger in the absence of the operator to determine just what the trouble was, after which the situation could be gone into in the presence of both the ranger and the operator. I fail to see, however, why the ranger was not invited to accompany them on the sale inspection, nor can I see what excuse a ranger could have for not joining this inspection without invitation.

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O. FRED ARTHUR

LINCOLN

ALAMOGORDO, NEW MEXICO

3. This example displays a failure in personnel management. The fault would seem to lie with the Supervisor, for the following reasons:

Apparent failure in giving training and instruction to Ranger in charge or sale.

Improper method of contact with Operator and Ranger on the ground.  
Ignoring, to point of insult, of his Official Representative.

However, I would not be too harsh in this case. I would want to know some of the other facts before passing judgment. There may have been some very definite understanding between the Supervisor and Ranger as regards the procedure in this instance.

3. In the first place there was a lack of definitely delegating authority and fixing responsibility, in that the District Ranger was not entirely sure of himself. If and when he came upon the District the Supervisor had gone over matters thoroughly with him, as is contemplated, and definitely fixed his authority and responsibility, the Ranger would have been sure of his position in the matter. This was further accentuated by a lack of executive control in not taking the ranger along and noticing how he handled the situation as a check on what was being done and how.

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ALVA A. SIMPSON

CUSTER

MILES CITY, MONTANA

3. This failure is entirely on the part of the supervisor. He has neglected training, overlooked an opportunity to train, has no executive control and fails to recognize the elementary principles of personnel management. The Supervisor in this instance apparently did not recognize the functions of the ranger in the administration of the sale or the need for the ranger to profit by the facts brought out by the inspection, so as to eliminate the difficulty had in securing compliance with the regulations. This failure appears to be due to a lack of recognition of the responsibilities of the Ranger in the organization, and the necessity of teaching methods and of correlation. This Supervisor is apparently following out the individual type of organization without placing responsibility or dependence elsewhere.

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J. F. IRWIN

UMATILLA

PENDLETON, OREGON

3. It seems to me that the Supervisor failed to go over the timber sale area with the District Ranger when he was assigned to the area and give him instructions and suggestions regarding administration and supervision of the sale, which was his first failure in this case. The Ranger should have had a leading part in the discussion with the operator and member of the Regional Office inasmuch as he was handling the sale and had knowledge of all details. Last, but equally important, the Ranger should accompany the Supervisor on all inspection trips in order that good and bad work may be pointed out and discussed on the ground; thereby giving the Ranger first hand information of what is really expected and required of him by the Supervisor, which is in effect personnel management and training.

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J. RAPHAEL

WEISER

WEISER, IDAHO

3. It was an avoidable and therefore an unexcusable failure on the part of the Supervisor. It was poor personnel management. In the first place, apparently the Ranger had not been trained well enough and the Supervisor failed to sense this by failing to have him accompany him and the Regional officer on the inspection of the sale. Certainly, if a Ranger should ever ac-



company a superior officer while his work is being inspected, it should be the new and but partially trained Ranger. It is better personnel management, in my judgment, to always have them accompany an inspector. The Supervisor should not have discussed the sale with the operator. He should have told the Ranger what was wrong when he did not take him with him, and then had the Ranger straighten things out with the operator.

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W. G. WEIGLE

SNOQUALMIE

SEATTLE, WASHINGTON

3. The failure referred to is evidently a failure in organization and personnel management. The Ranger is supposed to be provided with a timber sale contract and instructions to the man in charge telling him his full authority in handling the sale. These documents should have a tendency to make the Ranger feel secure in his administration but even though he is armed with these documents, if he is ignored by the Supervisor and staff man from the Regional office, it is easy to see that the Ranger might not feel sure of himself. Therefore, it would appear that the failure was due to both the Supervisor and the Regional office man but chiefly to the Supervisor. The very best organization and personnel management occasionally falls down in securing compliance with the regulations by timber sale operators and any slight of the Ranger in charge by his superior officer would doubtless give the sale operator increased courage to ignore instructions of the ranger.

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JOHN B. TAYLOR

DEERLODGE

BUTTE, MONTANA

3. Like almost every failure this one is primarily a failure in personnel management. It is the Regional Forester's failure in the first instance in that he has failed in the selection and for training of the Supervisor. So far as the Supervisor goes his failure appears to be poor organization. He has failed to assign responsibility and faculties; and he has neglected an opportunity for training.

Probably the ranger should share in the responsibility for the failure. It is not sufficient to condone and apologize his weakness on the grounds of inexperience and lack of training. There is a responsibility on the subordinate aggressively to seize and exercise the authority which pertains to his position; to assert his right to acquire training by practice; and to demand what the superior should give. We are too prone to lay all of the blame on the superior in a case of this sort. It should be understood generally that the right sort of a subordinate would not have carried modesty so far, would have refused to be ignored, and would have refused to be left in a position which had been robbed both of its responsibilities and its opportunities. If this ranger would supinely permit himself to be relegated to the position of a craftsman, he was possibly unfitted to the important executive responsibilities of a District Ranger.

DONALD E. CLARK

ARAPAHO

HOT SULPHUR SPRINGS, COLO.

3. I believe that the fault in this case is poor organization. The Supervisor who should be the "leader of a group" is assuming the duties of one of the "workers" in that group. With proper organization in this case, improved personnel management and executive control should follow, the opportunity for which is provided in the contact between Supervisor and Ranger.

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JOHN W. MCNAIR

SHENANDOAH

HARRISONBURG, VIRGINIA

3. This is a case of the Supervisor actually doing work, instead of directing and supervising the Ranger. It is poor executive control. The Supervisor should have had the Ranger accompany him over the ground, and should have instructed him as to what was needed in the way of compliance on the part of the operator with the regulations. They should have then discussed the sale with the operator, the Ranger preferably telling the operator what was required. The Supervisor, of course, should direct and support the Ranger, but should not encroach upon his authority by ignoring him, in discussions and inspections.

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P. KEPLINGER

WASHINGTON

1. Six sets of the titles from the charts have been printed just to give you an idea to how they ran. No two are exactly alike. There are several reasons for this. In the first place, we are trying to look at the organization from a new viewpoint. This form does not give us an organization chart. Sheldon says it is only half the picture. Every organization has these faculties but in organizing one man may be assigned a number of faculties or several men may be assigned to one faculty. That was one of our troubles. Several of you said that in our Service everyone does something of everything. For example, the manual, page 12-A, says that everyone is expected to help in policy formation. I think however, that most of us are supposed to help in a staff capacity rather than by direct action. So I do not believe the manual statement would justify us placing everyone as "determinative".

Another trouble we have had is to clearly differentiate between faculties. While the lesson tried to give definitions, it was unsatisfactory because there are no clearcut, universally accepted definitions. In the supplemental reading for lesson five you will find, "\*\* "the lexicon of management still remains to be written." It is common to use "administrative" and "executive" as interchangeable terms. Aside from this there is in some cases, unpertantly as to what some officials do.

To come back to the determinative faculty: Of course much determination of policy is done above the Regional Forester, but even in that he helps in a staff capacity. In the Region, all agree that he is the chief determinative officer. As to the Assistant Regional Foresters however, there is no agreement. We all know that they participate in the development of policies but do they



act in a determinative or in an advisory capacity? Probably within their own field they act in both. The Regional Forester I believe delegates more executive authority than he does determinative or administrative. Yet, the Regional Foresters do make executive (3) decisions, but usually these decisions have a bearing on either policy formation or policy interpretation. He uses that method of indicating how policies should be applied.

We have other policy determining officers, however. The Supervisor and the Ranger each as territorial manager for an operating unit exercises this faculty. There is some question whether this should come under one or three in the outline. Under three, Sheldon gives "determination of local policy." It depends on what you understand by "local". I would be inclined to put it under "one".

Nearly everyone placed the A. R. F's under (3), executive, but some did not. My understanding is that each one has "departmental supervision" over his own line of work. They also act in a staff or advisory capacity do they not? But here and on down the line it is just a question of analysing what is being done by the official and checking that against definition. And the only purpose in doing it is as an aid in getting away from old habits of thought and in broadening our point of view as an approach to future lessons.

2. I think you all understand that this case gives us no real basis for criticising the Supervisor. However much we may criticise the statement as given we must remember that it is only a part of the picture and criticisms of the part may not apply to the whole. Our problem was to analyse the part as given and see how much it told us. It told us some things and suggested others but do not put too much weight on the suggestions.

3. Here again we have only a partial statement and are discussing that statement rather than the case from which it is taken. To discuss it we must distinguish clearly between organization and management. Organization has to do only with the division of labor, management with getting it done. Here we have something to be done; what it is, is only implied. There are three Forest officers to do it. Good organization would require that each have a definite part or duty to perform and that there be no overlapping of duties. It would require further that each know definitely his own job and that of each of the others. Could each of the three men have stated specifically just what his job was without his statement including anything included by either of the other two? Since reading your discussions, I doubt it.

The failures in management have been well covered altho there is a difference in your interpretation of just what happened. Did the operator go over the ground with the Supervisor or just discuss it with him. The case as stated indicates that the ranger needs training but if the operator were along it would greatly restrict the training opportunities of this inspection. But in what did the man need training most, in the things you could see on the ground—the things that ought to be done—or in how to get them done? Possibly the latter.

Either way, it looks as though the Supervisor had gotten himself into a time consuming job by trying to save time on training.

As the case is stated, it indicates that the Ranger is in charge of the sale, and if so, no action should be taken over his head. If the Supervisor feels that he should deal directly with the operator he should first remove the ranger. But suppose it is an appeals case, is there any principle of good management that would prevent the Supervisor hearing the operator's case provided no decisions were made or instructions given. However, we are discussing management not organization.

Several of you emphasize the Ranger's duty as well as the Supervisor's with regard to training. Does he not have a definite obligation to aggressively and actively learn all he can about the job from every available source—manual, handbook, plans, policy statement, marking rules, contract, etc.? I wonder if this Supervisor had called his attention to this obligation.

A. H. SYLVESTER

WENATCHEE

WENATCHEE, WASHINGTON

I thought I knew about organization, but now it seems all rather confusing. A dictionary of terms in words of one syllable is indicated as first aid.

Evidently confusion of thinking and the following up of thoughts with deeds is largely what is the matter with our modern world if the experts quoted are to be believed.

No doubt, further lessons will clear many points that now are misty, but what this supervisor wants to get from this course, and I imagine we are all more or less alike, is his place in the organization and the part he is expected to perform in keeping the machine doing the job it is organized to accomplish. There are many organizations; political, industrial, social, educational, public service and so on adinfinitum. A wasp's nest is an organization.

Self-preservation is said to be the first law of nature, and if that is so organization must be the second and the corollary of the first. The first man who got licked and escaped went to the second one and formed an organization to lick the licker. So organizations first came into being as a measure of self-preservation, then of aggression. Those two characteristics in the final analysis are still back of every organization.

A democracy is an organization of the corporation type where every citizen buys more or less chips and sits in the game. Even a democracy, however, may become paternal and organize Bureaus or sub-organizations of the public service type. To this type the Forest Service belongs along with the Weather Bureau, the Geological Survey, the Bureau of Reclamation, and the many others that cumber the Halls of Congress clamoring for more and larger appropriations to carry forward their important objectives.

The hydra-headed manager of our great organization, the United States, determines in a general way the objectives of our special bureau and selects



a manager, the Forester, who proceeds to organize it for performing the objectives as he interprets them. There is no thought here of criticism of the way we have gone—it has been remarkably well done.

Primarily, I take it, the objectives of administration of the National Forests are the protection, utilization, and development or increase of their resources to the end that the stockholders, the citizenry of the country, may secure the maximum returns in tangible and intangible values from their property and their investments in it.

To attain these objectives the Chief has set up line and staff. All along the line from the main office through the regional offices to the individual forests, with each in its turn more or less of a replica in a descending scale of the class above it.

Each has its line and its staff and its laborers, each with a definite function, if I get the meaning of that term correctly, to perform. As the class descends to the Forests, individuals have thrust upon them or must take unto themselves multiple capacities, until when the ranger is reached he becomes the world's champion jack-of-all-trades. From him down differentiation in function again becomes particular.

Given a pretty well standardized organization, the duties of the manager, that is, the forest supervisor, are still manifold.

1. He must keep always and clearly before him his objectives.
2. He must choose and train a personnel within the limits allowable by general governmental regulations that will come as near as may be toward securing maximum results.
3. Thru proper management methods he must know the results that are being secured and if found unsatisfactory take necessary steps to put them there.

The various methods and schemes of getting the results wanted it is understood are not strictly a part of organization. Analysis and work plans are vital methods, but not organization, except in so far as the information they may develop may result in changes of organization which the administrator may make use of in more nearly obtaining the ultimate objective.

The maximum of protection, the maximum of utilization, or the maximum of development must change from year as economic and social conditions in the country at large or in a particular region change or develop. Our objectives are, therefore, comparative only with one set of given conditions. One resource or another may give place in priority to another. Or one forest may find timber management its most important objective, or another grazing use, or still a third recreation.

The manager must keep in line with trends and adapt his organization to meet them as they develop.

A largeness of view with an infinity of detailed information are necessary to the successful executive along with the characteristics of decision and leadership.





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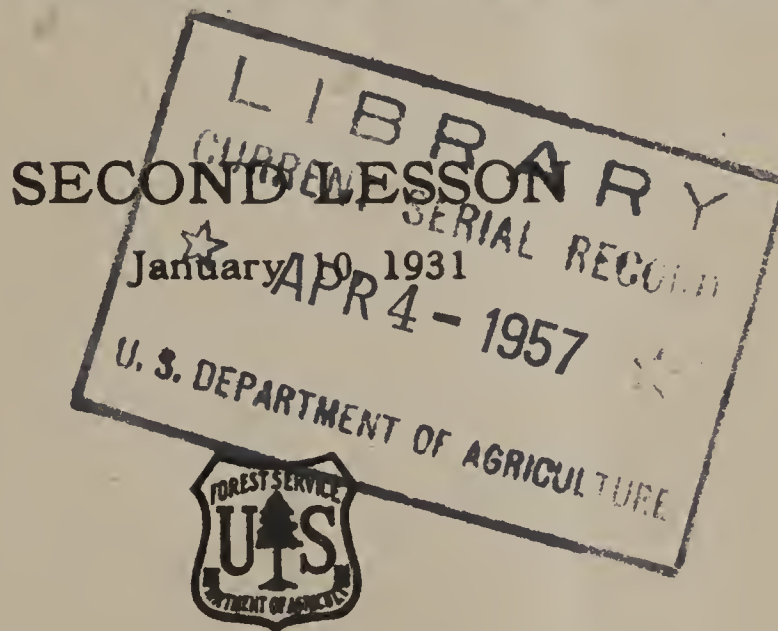
# ORGANIZATION

A STUDY OF

PRINCIPLES AND TRENDS

BY

FOREST OFFICERS U. S. FOREST SERVICE



Discussions of this lesson should reach  
Washington not later than February 2, 1931





## TYPES AND CHARTS

In any text-book on management you will find a discussion of organization types. This will include the "line" type, the "line and staff" type, and the "functional" type. There may be also a "committee" type, a "military" type, a "departmental" type and occasionally others. The supplemental reading covers these types in considerable detail, but unfortunately the authors have not agreed on their definitions of terms. Robinson, for example, does not mean quite the same thing by functionalization as does Sheldon, nor does Fayol use "staff" in quite the same sense as does Jones. As Robinson uses "functionalization", one could functionalize a straight line organization.

Our purpose in studying these types is not the idea that any organization either does or should follow strictly some one of them. Probably no organization does. In Silviculture we studied the standard regeneration methods and found later in practice that they were never used just as taught, but that instead we used combinations and compromises adapted to the conditions as found, sometimes possibly adaptations from all methods on a single area. The purpose of the standard method was to give us a common language and a common informational background from which to work.

Likewise, in organization these standard types serve as common viewpoints from which to look at organizations. They are not separate and distinct forms but merely indicate the degree of emphasis given to certain features common to all organizations. It is not expected that the best organization will ever be purely functional or purely line, yet no organizer can hope to produce the best without studying his organization from both these viewpoints.

In fact the features from which these types are named are inherent in all organizations. In all there is line work that must be done. In all there are functions which must be carried out. If the line work is divided along these functional lines we call it a functional organization but the line work is still there. If completely functionalized there will be cross-lines of authority, that is, instructions coming to one point from more than one source of authority. If we have direct unified one-man control, we call it a line or "straight line" organization. In either there is "staff" work, although we do not usually call it that unless separated from the line and assigned to special men. There is less need for a staff in the functional organization since its officers may each specialize. Sometimes functional line men are called staff officers and staff men are frequently given some functional line authority. In practice the problem is to find the right degree of emphasis and correlation to bring the best results.

Each of the three major types has its outstanding advantages and its weaknesses. The line type gives the best control, unified and direct. It permits of quick changes to meet new conditions, quick decisions, and quick expansion or contraction. It permits of decentralization altho the tendency

seems to be the other way. Its weakness is that there is no one definitely looking out for progress. While it permits quickest adjustments to changing conditions it may not be the first to recognize and interpret the change. Line officers absorbed in line work tend to get in a rut and let the procession go by.

Functionalization permits line officers to become better informed because each has a narrower field. It is particularly adapted to a technical organization where specialization is desirable. While it tends toward centralization its greatest drawback is that it does not permit of unity in command and makes difficult the prevention of over-lapping responsibility. The line and staff type gives the quick action and unified control of the line type together with the specialization of the functional type. Its weakness is in the difficulty found in coordinating the two groups, the line and the staff. The staff discovers better ways but the line may not use them. Give the staff authority to require their use and they then become line officers. The problem is to use the specialized information of the staff and yet keep its members functioning as a staff.

As said above, the best organization probably is a combination of the three types. It provides for a strong aggressive line with as few cross-lines of authority as seem practical. Where cross-lines are used each is carefully defined and limited. Some work is functionalized and some is not. This depends on the nature of the work and the conditions under which it is done and not on chance or the whims of individuals. And staff men are used purely in a staff capacity for intensive specialization. In less specialized lines staff men may be given limited line authority.

Perhaps it will help in understanding what these things mean to consider them in relation to our own organization. Like others we have functionalized to some extent. We are accustomed to say that our Branches are functional, but in reality is not the division made on product rather than function? Does not the Branch of Range Management perform exactly the same functions with relation to forage that the Branch of Forest Management does with relation to timber? But even so there are some functional phases of the work of each which permits of specialization. And while we get the advantages arising from this specialization we get also its inherent disadvantage of multiple control. In addition in each branch we further specialize thru the use of staff men.

As to our line: the manual sets up what we might call a central line of authority passing from the Forester to the Regional Forester to the Supervisor to the Ranger. In addition each of these mainline stations has set up its own sublines and side lines and possibly cross lines. As an example, the Regional Foresters delegate a large part of their line authority (executive work) and retain very largely their administrative authority (directive work). This delegation, or the setting up of new lines, is also provided for in the manual. On page 9-A it says that Assistant Regional Foresters, for example, exercise authority to "the extent to which they act as representatives of the



district forester." This means, as I understand it, that each exercises such authority as may be delegated to him, but does not attempt to say except in a general way, just what that authority shall be.

The same is true of assistants to Assistant Regional Foresters, executive assistants and in fact everyone connected with the Regional Office. In the Supervisor's office it is the same way; there are numerous lines of authority some set up directly by the Supervisor and some established by his subordinates thru "trial and error." Some Supervisors have functionalized the work in their offices to a much greater extent than others. As to the ranger district there is still greater variation. On some districts there is literally no functionalization; the ranger does everything that is done and does it without help. At the other extreme much of the work is taken over by specialists leaving to the ranger little more than fire control. In such cases the ranger becomes a fire specialist and the work under him is highly functionalized.

As to staff work we have a lot of it to do but not many staff men to do it. Mostly it is done by functional specialists who also do line work. Ordinarily the Supervisor and the Ranger do little of it as they are not specialists, but there are a good many exceptions to this. We do have our staff specialists, however, and have the same difficulties in correlation as do others. For example, a few years ago Region 2 employed a specialist in recreation. The Supervisors thought he should be strictly a staff specialist acting in an advisory capacity. He thought he should have functional line authority over all recreation work. The difference in beliefs caused a good deal of discussion if nothing more. Correlation was necessary. All cases are not so pronounced as my statement of this case indicates but in all there are the same tendencies and the same need for control.

If the above statement of our conditions is correct, we have in our organization a combination and a correlation of these three major types. Each is recognized to a very marked degree. We have much of the good of each but have not escaped all of the bad. Whether or not we have the best combination or the right amount of integration is not now the question. What we want to consider rather, is what each of these types mean in terms of organization. Where we functionalize we gain through specialization. Where we emphasize the line we speed up action. A staff permits both specialization and quick action but with such drawbacks as were previously mentioned. The objective in organization is to so combine the three as to utilize the best of each without the weakness of either.

## CHARTS

Organization charts are common and useful altho the literature consulted indicates that they are more commonly made than used. Marshall says that they "serve a useful purpose in keeping everyone's thinking straight about the correlation of functions." As stated in our definition, one of the objects of

organization is to fix definitely the function, authority, responsibility, work—that is the place in the organization—of each individual, as well as each department or group. In a large organization, such as ours, this is not easy. There is always the danger of overlapping or conflicting functions. Then there are the borderline functions—whose are they?

The graphic chart if made in detail helps the Chief to discover these and adjust them. It helps the individual to know more definitely just what is his job and to see its relation to other jobs. For after all we like to know just where we stand. Three thousand years ago a writer of prominence who is supposed to represent the voice of his people said: "Establish thou the work of our hands, yea, the work of our hands establish thou it." In a recent meeting of the American Management Association, Mr. F. L. Sweetser (partner in Stevenson, Harrison and Jordon, New York) said, "Where definiteness is lacking they do a poorer job than where there is a good setup." He said further that not only general administrative experience but actual tests by research departments prove this to be true. There has been much discussion of the supposed evil effects of the monotony of standardized jobs, but tests do not indicate real harm or even discontent to the majority of individuals. Men do better work and are happier when they know exactly what they are supposed to do. What we do object to is change, yet change cannot be avoided.

Charts are of various kinds and for various purposes. They may show the division or distribution of functions, they may show the distribution of authority and responsibility, they may show personnel or they may show some combination of these. On Page 11-A of the Manual there is shown an "Organization and Activities" chart of the Service. It is primarily an activities chart. It gives in a general way the organization of the Central Office with only a suggestion as to that of the field. It does not give all lines of authority or the limits of responsibility. This is not a criticism as it serves the purpose for which it is intended. It would not be useful, however, for some of the purposes indicated above.

## SUGGESTIONS FOR DISCUSSION

1. Make a chart of your Forest organization showing definitely lines of authority as you have established or delegated them. Make this to include every position or job on the Forest during the peak season, short term and temporary as well as year-long. Show this in as much detail as you can, giving all restrictions and limitations. For example if a staff man has authority in only one line of work show that; if he has authority in all but one, show that. I once knew a Supervisor who withheld from his deputy, all authority and responsibility on one ranger district. If you have established any such limits of authority, show them.

2. The above chart will show your organization as it is. For the purpose of contrast, chart it again as a functional organization, functionalizing the



rangers work as well as that of your assistants. This may necessitate doing away with ranger districts.

Discuss this chart briefly indicating some of the important changes it would make in the way things are done.

3. If you are not on a Forest, or if your Forest organization is very small and simple, chart the regional organization down to and including at least the Supervisor, showing all lines of authority as you understand them.

4. "A guard suggested to his District Ranger that he be allowed, after lightning fires, to patrol a blind area not visible to either primary or secondary lookouts. The District Ranger referred the guard to the fire plan which specified that the guard was stationary, and was supposed to leave his station only when ordered to do so by the District Ranger or Dispatcher. Shortly afterward a lightning fire smoldered some three days in this area and, when it did become visible to the lookouts, conditions were such that it required an expenditure of several hundred dollars to suppress it."

Consider this case from the organization standpoint. Does it indicate anything wrong and if so what? Was the organization lacking in flexibility, too centralized, too functionalized or what? Did the ranger have sufficient line authority or was he lacking in staff advice? The question says "indicate" for other conditions not stated might show something else.

## SUPPLEMENTAL READING

### LESSON 2

(From "*Theories and Types of Organization*" by  
Thomas R. Jones)

#### *Organizational Control*

Authority and direction may be disseminated and control obtained through:

1. Line Control.
2. Line control with staff advice and information.
3. Functional control.
4. Committee control.
5. Combination of any of the above.

You will note that I have previously said that an organization may be divided by function and that I now say that it may be controlled through functional control. Let us mark the distinction which will become clearer as the discussion progresses.

It is here advisable to distinguish between administration and execution, and to define organization and management. Failure to distinguish between administration and execution; between the administrator and executive; between the requirements of the administrative function and the executive function; and between the characteristics required of the administrator and the executive, are fundamental source points of error in many organizational schemes. Oliver Sheldon defines administration as "the function in industry concerned in the determination of the corporate policy, the coordination of finance, production and distribution, the settlement of the compass of the organization and the ultimate control of the executive."

Execution concerns itself with the translation of policies and programs into action with the necessary planning and supervision to see that the action is carried out.

To organize is to divide, arrange, and combine the work to be done, with the faculties and abilities of the personnel available for doing it, so that the given end will be accomplished. Organization may be the process of organizing, or the arrangement resulting from the process of organizing.

Management is the direction of means and methods toward the accomplishments of a given objective. There may be both administrative and executive management.

#### *Line Control*

The simplest and most ancient form of organizational control is that of the Line. This type of control is sometimes called "Military." If there was ever any justification in calling the Line type of control "Military," this justification has certainly passed out of existence, inasmuch as all of the



modern military organizations are of the Line and Staff type. The Line type of control is that type in which the flow of authority may be traced in an unbroken line from the head of the organization through each set of executives to the final organizational unit in charge of the execution of the objectives.

An illustration of the Line type of control is given in Figure 1. It is a type of organization in common use today, and is especially advantageous in small organizations. As an example, let me cite the organization of a very progressive small company making patterns. The functions of President, Treasurer, Secretary, General Manager, Sales Manager and Production Manager are concentrated in the owner of the company. Under him is a Superin-

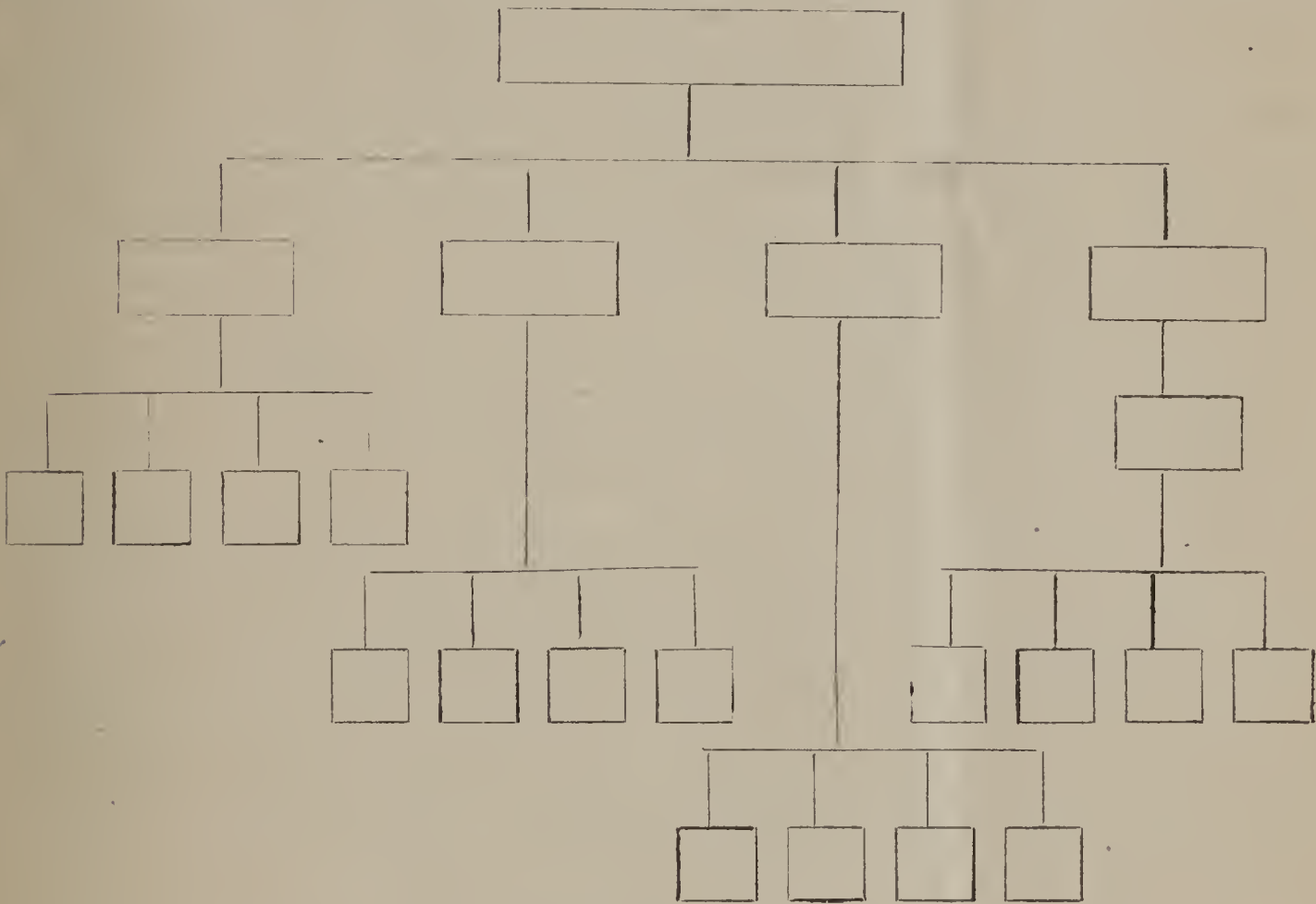


FIG. 1. Chart Showing Line Type of Control.

tendent in charge of about thirty workmen. This is the simplest form of line organization. It is shown in Figure 2.

A line controlled organization is capable of the quickest changes in direction and policy of any of the various types of organizational control. Each executive is in absolute and direct authority; is solely responsible to his chief for his duties; and any action may be affected with a minimum of red tape and time. As the organization becomes larger, the pure line type of control becomes unwieldy. The chief executives have to know everything and direct everything. He is absolutely tied down and the routine of operating his organization becomes so burdensome that he is unable to spend time on planning. Because the burden rests on one man, coordination of activities is apt to become difficult with many subdivisions of the business. In a purely line organization it is difficult to get executives with wide enough experience and

general ability sufficient to cover the wide range of requirements. Hasty decisions and snap judgments are the rule.

### *Staff*

The difficulties in applying the proper thought and research to a wide variety of problems in many large line organizations led to the appointment of specialists as advisors to the executives. This brought about what is recognized as the Line and Staff type of control. It is characterized by the removal from the line organization of those planning and research functions in which specialization is desirable, and the establishment of advisory or staff departments in which can be concentrated the work of specialists to the end of concentrating the proper amount of research, thought, and planning on the particular functions involved. In the true staff organization, the staff departments are advisory to the line executives or to the line departments, and any specifications or orders which the staff department wish to promulgate to the line organization must have the approval of the general coordinating officer to which the staff and line heads both report.

The functions of staff units are:

1. Research into managerial, technical, or operating problems.
2. Determination and recommendation of standards.
3. Records and statistics to check performance.

The use of staff permits of functional specialization and at the same time maintains the integrity of the principle of undivided responsibility and authority within the line organization. The possible disadvantages of Staff organizations are that the staff is apt to be ineffective for want of authority or intelligent backing; and that friction may develop between the staff and the operating executives due to the inability to grasp each other's view-points. A chart illustrating staff control may be seen in Figure 3.

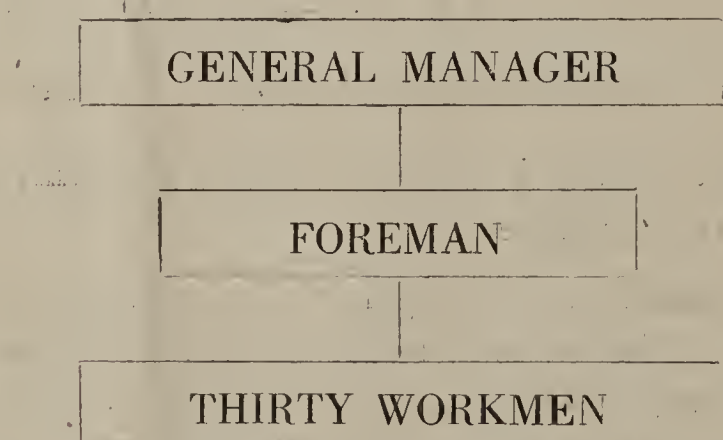


FIG. 2. Chart Showing Simplest Form of Line Control

### *Functional Control*

The third method of control through organization is that of functional control. While it is probable that in sporadic cases functional control has been used prior to its application by Frederick W. Taylor, nevertheless it is through him alone that functional control in its full force and meaning was developed.



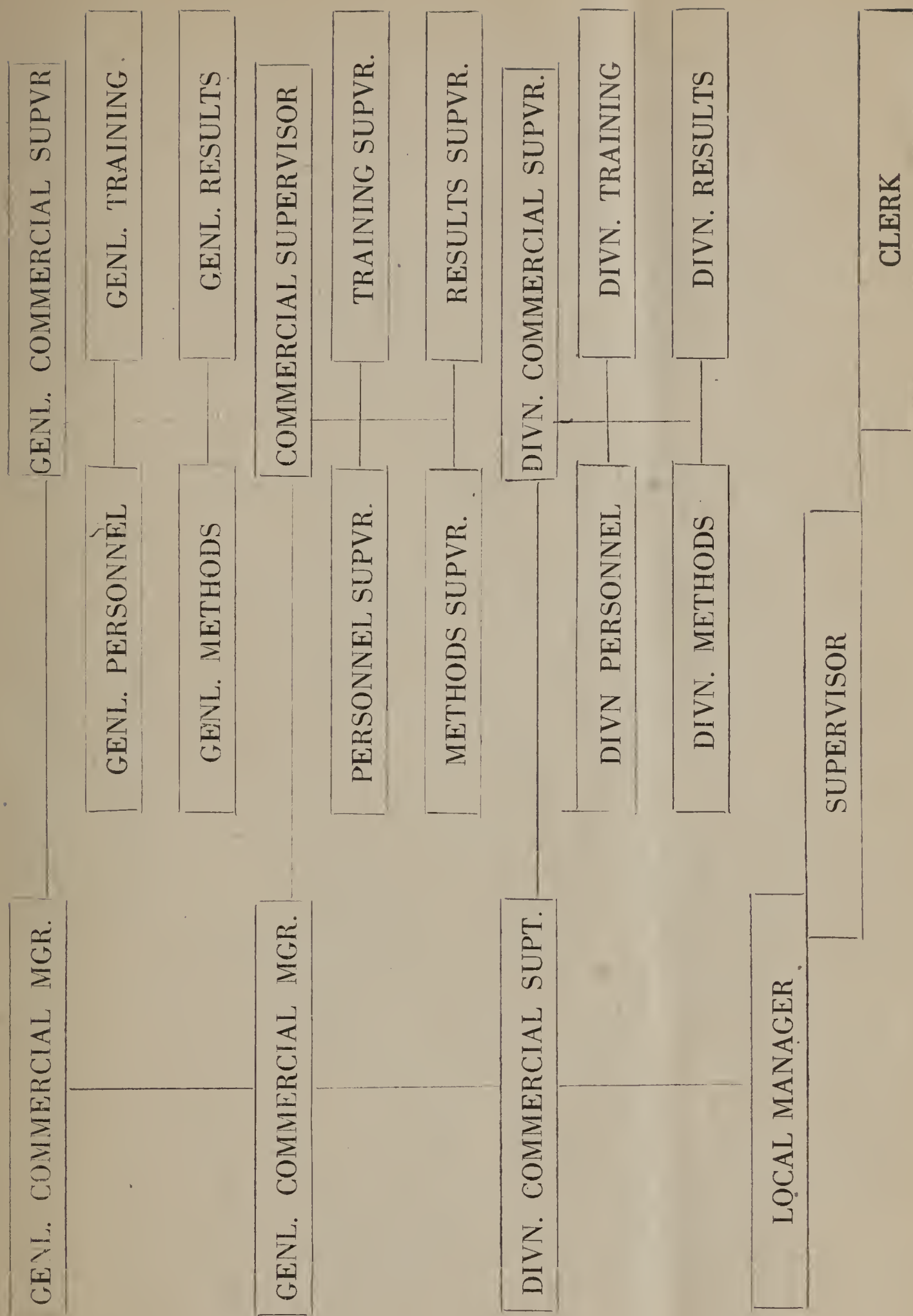


Fig. 3. Chart Illustrating Staff Control

The Taylor functional control is certainly based on logical premises. Its working out is logical, and I think that it is to be admitted that it worked under the direction of Mr. Taylor. The question now arises, why it is that the Taylor system of functional control is not in greater use than it is today? I think there are several reasons. One is that it is not understood. Another is managerial inertia or the spirit of "let well enough alone." A third reason

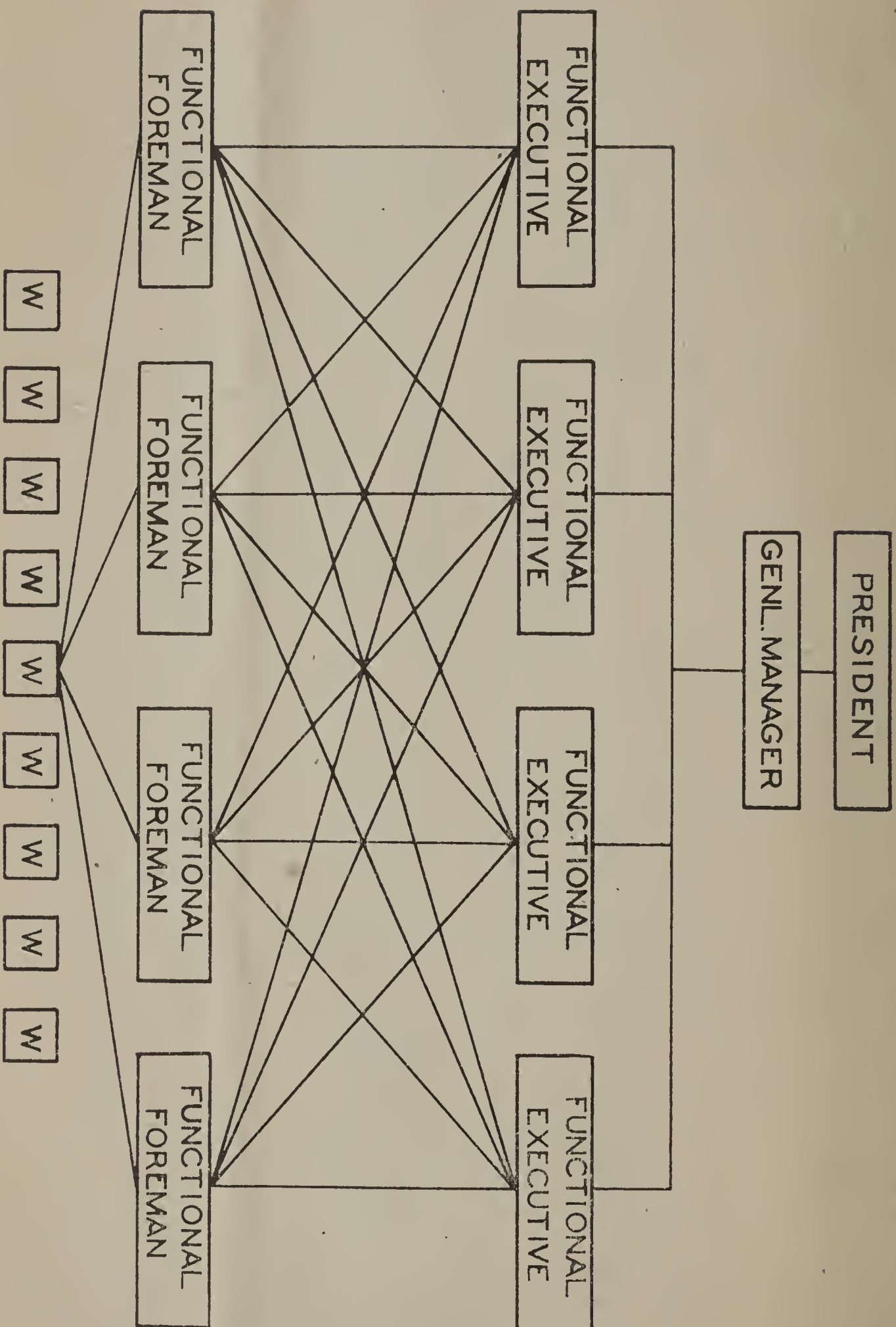


FIG. 6. APPLICATION OF THE FUNCTIONAL IDEA TO AN ENTIRE ORGANIZATION



is probably prejudice due to unintelligent application. Fourth is fear of excessive overhead. The fifth is that there is reason to believe the Taylor functional system to be wrong in principle. The sixth is that the Taylor system of management requires a Taylor to run it, and there are not many Frederick W. Taylors in the world.

Few of us probably realize the extent to which functional control exists in business today. One authority on organization told me that he did not recognize functional control as it was not practical. In the next breath he told of a system in which the cost accountant and the production manager had control over an identical group of clerks who collected cost information for the one and regulated production for the other.

I know of a case in which one man has control of new developments and design, plant layout, equipment and methods in a manufacturing organization, while another man has control of the routine operations of the same group.

Added to the many instances of conscious functionalization of control are innumerable cases of overlapping control of organizational units through duplicate assignment of authority and responsibility.

There are also true functional organizations which do not follow the Taylor principles. Mr. John E. Otterson of the Winchester Repeating Arms Company worked out a functionalized organization during the World War. In this organization management was divided into five base functions: 1. planning; 2. preparation; 3. scheduling; 4. production; 5. inspection. Planning determines what shall be done and how it shall be accomplished. Scheduling determines when it shall be done. Preparation determines whether the job can be done in accordance with the plans and schedules and anticipates interference to production. Production is responsible for the actual accomplishment. Inspection determines the quality of these results. Each of the five functional supervisors had complete charge of those phases of manufacturing within his particular field. In the shop organization the functional overseers reported to their functional supervisors insofar as the execution of their functions was concerned, but reported to the foremen in all matters of discipline in the routine operation of the shop. By this arrangement the foreman's authority was not impaired. The advantages of functionalization were gained without loss of coordination or serious conflicts in authority.

The advantages of functional control have been covered by Mr. Taylor's argument. The disadvantages are:

Inability to locate and fix definite and complete responsibility.

Danger to the morale of the workers due to apparent or actual contradiction of orders.

Friction between executives due to inevitable overlapping of authority.

Impossibility of developing of the "all around" executive.

Crushing of initiative in the executive force.



Complication of routine. The fifth is that there is reason to believe the difficulty of coordination. The sixth is that the Taylor system to be wrong in principle. Now let us see whether we have clearly in mind the distinction between staff and functional organization. Staff and functional organization arise out of the same necessity—the necessity of specialization. Staff and functional executives may, in exactly similar organizations, have jurisdiction over exactly similar functions, but one may be staff and one may be functional. What differentiates them? The quality which differentiates them is the relationship of the organizational unit to the main operating organization. The staff unit is advisory. The functional unit is executive and is responsible for the operating control of the functions assigned to it. If a functional unit is self contained in that all the mechanism for the performance of its functions lie within the unit, it is a line unit and its status is no different than that of a unit which may be organized according to product or equipment. Functional control connotes multiple control or performance characterized by the functional set up of the control units.

If the advertising specialist has no control over advertising but merely advises the sales organization, he is staff. If he actually controls and operates the advertising functions he is functional with relation to the sales organization. He is, however, said to have line and not functional control. If the operating organization of this sales group could be conceived as being made up of men who did both selling and advertising with a Sales Manager in control of the men for the sales function and the Advertising Manager in control of the same men for the advertising function, then there would be functional control.

### Committee Control

A further type of organizational control is that obtained through the use of committees. There are four types of committees.

First there is the committee which is in actual control. In this case a group of men formed into a committee assume and perform the functions of decision, at least which are normally performed by one man. Projects are brought up, discussed and determined in this committee, and orders are issued by the secretary or chairman of the committee.

A second type is that of the committee which is brought together to carry out an investigational program. Each member of such a committee is usually assigned a specific task coming within the main limits of the main program of the committee. The committee then meets as a whole and discusses the problem as a whole; a decision is reached and the results of the committee investigation turned over to a line executive. In this case the committee is purely a staff organization. It may be temporarily or permanently constituted.

A third type of committee is that which is called together purely for the purpose of discussion. The purpose of such a committee is to bring out all points of view. Such a committee usually has representatives from various



departments; say, sales, production, finance, engineering, and the problem under consideration will be discussed by each member of the committee from his own viewpoint. Such a discussion gives the person under whose jurisdiction the problem comes, a wide view of the subject as a whole and enables him to make a decision based on broad principles. This type of committee is also of the staff type.

A fourth type of committee is one which meets purely for the purpose of the dissemination of information, policies and programs.

A committee may be a very valuable mechanism when properly used and under the control of a strong leader who will take the responsibility and make the decisions. Such a committee can be used for quickly bringing together many points of view, and in the case of the investigational committee, a quick allocation of functions may be had within a short space of time with certainty that the ground has been fully covered. A purely line or functional committee in complete control is at best a weak method of organization due to the large amount of time wasted in coming to a decision and the failure oftentimes to reach any decision at all. Generally speaking, committees are expensive in time; they tend to involve delays; they tend to sap individual responsibility; and are apt to arrange compromises where clear cut decisions are necessary.

We may well pause to remark that in only rare and minor cases can we find clear cut organizational types. No business is divided purely by process, function, geography, product, or equipment. Never has there been a business completely controlled functionally. Line and Line and Staff will both be found usually to be adulterated with functional control. \* \* \*

*(From "The Philosophy of Management" by Oliver Sheldon  
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## THE ORGANIZATION

It will be legitimate at this point to ask what advantages are to be gained from an organization, scientifically built, over an organization which is the outcome of unregulated growth. Every business has its form of organization, which may be good or bad, as judged by the object it has in view. Every form of organization has also grown, and may still grow. The distinction is not, therefore, between an organization and a lack of organization, but between a scientific organization and an unscientific organization. It is suggested that the main advantages to be gained by scientific organizing may be summarized as follows:

(a) PERMANENCE, or the capacity of the organization to endure and develop, despite changes in personnel and methods.

(b) **CONCENTRATION**, or that ease in individual operation, that application of skill, that definition of objectives, that economy in effort, that intelligibility as regards the work of all, which springs from a proper allocation of related duties, a precise delegation of responsibility, and a concise definition of individual faculties.

(c) **INDIVIDUALITY**, or the sense of personal proprietorship of and pride in work, and the surety of responsibility, authority, scope and status.

(d) **COMBINATION**, or that close and economical working between units which results from a definition of duties and relationships.

(e) **HUMAN STANDARDS**, or the fixing of individual scope, according to the knowledge, skill, and character of normal human beings, so that not too much is required of one individual, and not too little of another.

The fundamental test of a form of organization is its ability to provide the means for the best management. Each of the above advantages is a managerial advantage. A form of organization has no advantages save those which accrue to management. Management must necessarily, to a great extent, adapt itself to channels which the form of organization provides, like wine poured into a bottle. The organization, therefore, must considerably influence the aspect which management presents to those with whom it is concerned. For instance, if there are elements in management, particularly those warm, human, undeterminable and often erratic elements, which cannot flow through the channels of the organization, those channels stand condemned—a hindrance rather than an aid to management. The advantages enumerated above, however, are clearly conducive to good management. Permanence makes possible the continuous and economical development of the best methods of management. Concentration provides the manager with every aid in the pursuit of his objective, and assures him of the place that objective holds in the aim of the whole concern. Individuality makes possible personal leadership and confidence. Combination makes possible effective corporate working. Human standards make possible a management, which, whilst efficient, is not overworked, and is so divided as to provide positions within the range of normal human capacity.

Thus far, we have surveyed the definition, scope, elements and advantages of a scientific organization. It is time to consider the forms of organization which exist or are advocated, their merits and failings, and the processes of organizing which bring them about.

The form of an organization depends upon the extent to which the basic functions of a business have been developed and distinguished by delegation. The growth of a business involves the increasing delegation of functions. The development of individual functions, again, involves the expansion of the form



of organization. As the functions severally develop, the organization grows. The expansion, by delegation, of any one part means an alteration in the structure and balance of the whole.

Delegation, however, involves a dual process. It involves specialization, in that the field of each individual is carefully limited, and increasingly circumscribed. It involves, also, co-ordination, in that the various specialized groups must be welded together to achieve the common end. Specialization and co-ordination, however, are not themselves functions, but rather the paths by which functions develop. They are, therefore, inherent necessities in any form of organization, and forms of organization may be judged by the degree to which these common principles are extended in them.

Forms of organization may be distinguished by the principles underlying them. In actual practice, no single organization can be said to be founded upon one principle alone; but for the purposes of clarity, it will be advisable to consider, firstly, the forms of organization resulting from the strict application of each principle, and secondly, how these principles may be judiciously combined. The principles commonly governing forms of organization may be summarized under four heads:

(a) Organizing according to the principle of function, or Functional Organization.

(b) Organizing according to the principle of decentralization, or Departmental Organization.

(c) Organizing according to the principle of specialization, or Staff and Line Organization.

(d) Organizing according to the principle of conference, or Committee Organization.

The principle of Function may best be described in the words of Mr. L. V. Estes. "By this plan," he says, "specific functions common to all or several departments . . . are each placed in the hands of a man specifically qualified for his particular function, and instead of giving attention to all of the factors in one department, he gives his attention to one factor in all departments." The functional form of organization is to be distinguished, however, from the popular functional foremanship of the late Mr. F. W. Taylor. A functional organization is one which is organized, from managers to workers, according to the basic functions of production. Functional foremanship is that part of management which operates through the lower divisions of a functional organization. It is, in fact, a detailed development of a part of functional organizing. A functional organization may be described, therefore, as one where the necessary activities of production are grouped according to scientifically determined lines of demarcation, irrespective of the particular nature of the products and processes involved.

The form of organization based upon the principle of decentralization is

quite the reverse of a functional organization. Whereas, under the latter the work of the factory is divided according to the various functions of production, irrespective of the various processes of manufacture, under the former the work is divided according to the various processes, irrespective of functions. One individual is responsible for everything concerning the particular processes allocated to him. He divides his department into sections. The head of each section is responsible for everything concerning his section. He again divides his section into groups, and the head of each group is responsible for everything concerning his group. This is commonly known as the Military or Departmental type of organization.

A "Staff and Line" organization differs again from these two. It is based upon a strict demarcation between thinking and doing; between the actual execution of production, which is the "Line," and the business of analysing, testing, comparing, recording, making researches, co-ordinating information and advising, which is the "Staff." The Staff division is, in fact, advisory and supplementary to the Line division. It involves the segregation of those activities which are not part of the routine of production, and the placing of them under officials who take no direct or executive share in that routine.

"The chief function of the Staff is to analyse and point out the road to business efficiency. The task of attaining the ideals pointed out is the function of the Line." The essential point in this principle of organizing is the non-executive and separately organized position of the Staff. In every organization there is "Staff work," but it is normally done by executive officers, either individually or in committees. These officers are also in charge of the action taken as a result of their investigations and considerations. In the "Staff and Line" form of organization, executive work is to be performed by executive officers, staff work by Staff officers. The principle is based upon what is held to be a profound distinction between human beings. Some have the minds of men of action—leaders, executives. Others have the minds of thinkers—scientists, planners, engineers. Again, just as in the human body there are sensory and perceptive, also motor nerve centers of activity, so it is suggested that, in the organization of the factory, a similar distinction should be drawn between the planning of action and policy, with all its essential business of inquiry and analysis, and the actual direction of work.

The form of organization known as the "Committee" organization is rather a supplementary than a complete type, though procedure by committees may be introduced to such an extent as almost to constitute the governing principle of an organization. The method pursued is to replace individuals by committees exercising similar faculties. Committees may, therefore, be determinative, co-ordinating, or advisory, according to the individual faculties which they replace. They may be temporary or permanent, according to the purpose which they serve. They may also be functional, inter-functional, departmental, or inter-departmental according to the form of organization of the factory. This sys-



tem has recently been described as "Organized Delegation"—"the distribution of authority and responsibility and interest among as many individuals as possible."

Before proceeding to consider the practical application of each of these principles, it will be necessary to comment upon the charting of an organization. The normal Organization Chart appears in the form of an inverted genealogical tree. It is not clear, however, what precisely such a chart represents—whether distribution of functions, lines of authority, areas of responsibility, routine of work, or delegation of faculties. The Organization Chart (which is to be distinguished from a Process Chart or Routine Chart) is composed of three basic elements—the work to be done, the faculties requisite for doing it, and the individuals who unite work and faculties into duties. It does not show the procedure by which duties are performed, but rather shows for what particular duties each individual is responsible. It is a chart of duties, not a chart of procedure. This distinction is important since the two are often confused. It is important also because the Organization Chart normally requires to be supplemented by Charts of Procedure, though the two should be kept quite distinct. For the work of any one function, it is necessary to have two charts—firstly, the Organization Chart; secondly, the Chart of Procedure. The Organization Chart should show (a) How work is divided between the various areas of individual responsibility; that is, the distribution of functions. (b) How the individual faculties are distributed between the various divisions of the work to be done; that is, the distribution of faculties. (c) How authority and responsibility are delegated, since each sub-division of functions represents a delegation of authority and responsibility. The Chart of Procedure, on the other hand, should show the procedure by which work is accomplished. It should show at what particular points in the procedure individuals contribute their specific duties. Thus, while the Organization Chart shows the relationships between individuals as a result of delegation, the Chart of Procedure shows their relationships as a result of their participation in carrying out a function or piece of work. The Organization Chart, therefore, works, as it were, perpendicularly, and the Chart of Procedure horizontally. Though the two are mutually supplementary, it is clear that to combine them is to create confusion. \* \* \*

The so-called committee form of organization may next be considered. As already indicated, this is rather a supplementary feature of any form of organization than a separate form of itself. Present tendencies in industry, however, are inclined to render committees of such importance that, in some concerns, the actual form of the organization becomes dependent upon the place allotted to committees. The use of committees to the fullest possible extent is based on the assumption that only by extending staff responsibility to as wide an area as possible is efficient and corporate management likely to ensue. Committees, however, cannot interfere with the direct line of authority. Each departmental or functional head must still remain responsible for the

work allotted to him. Some committees may be called executive, but they are so only in one sense, viz., that they are empowered to make decisions on such subjects as executive officials may wish to bring forward. Other committees may be advisory to executive officials, or co-ordinative, in that they bring officials together to ensure that each pursues, in those things which affect other spheres besides his own, a common policy. There are probably no concerns at the present time where committees are not already in existence. The Board of Directors constitutes the highest committee in any business. Below this, it is not unlikely there will be a Committee of Management, with sub-committees concerned in each branch of the business, and further committees into which representatives of the workers are introduced. It is not generally realized however, that the introduction of a committee affects organization as much as management; and that the institution of a permanent committee is primarily a change in organization. A liberally constituted Works Council involves not only a new method in management but also a new feature in the form of organization. The tendency to create committees, irrespective of the form of organization, may therefore be deleterious to the organization. If committees are to bring certain faculties to bear upon the work to be done, they must be as scientifically constituted as the duties of an individual. It is to be remembered, however, that committees may be much more costly than individuals who could provide the same faculties. Furthermore, being subject to scientific constitution, committees should only be located in an organization where they are scientifically necessary. The haphazard setting-up of a committee is equivalent to the haphazard appointment of a new official.

Committees can only be of four kinds; firstly, executive, in the sense of making decisions upon matters brought before it. Such a committee can decide but cannot act. It must appoint some officer to carry through and supervise the execution of its decision. It is only executive to the extent that it makes decisions; their actual execution must rest with the main line of the organization. Secondly, a committee may be advisory, in that it brings together certain selected individuals to whom an official who requires special guidance in a difficult situation may refer. Thirdly, a committee may be educative in that it forms a means whereby an official may keep his staff regularly notified of events and policies, and thereby introduce them to the larger problems of management, thus forming a species of training-ground for others to succeed him. Fourthly, a committee may be co-ordinative, in that it brings together certain individuals, representing certain definite functions or parts of functions, for the purpose of ensuring that the work of each function is conducted upon lines corresponding to and harmonizing with the work of other functions.

In setting up a committee, it is essential to determine for which of these purposes it is established. If it is to be advisory, the full responsibility for the policy adopted or action taken still remaining with the administrative officer to whom the advice is given, it should not overstep the bounds of advice



and arrogate to itself executive powers. This condition is necessary for the benefit of the administrative officer rather than of the committee. Every officer requires to know the area of his responsibility, and what his exact relation to any committee actually is. Committees of a purely advisory character, however, should be rare. When the duties of an individual are clearly defined, it should not be necessary for him to consult with a committee at every turn. Friendly conversation with the officials on whom he can put most reliance, when any difficulty arises, will be as effective as the statutory establishment of a committee.

Educative, executive, and co-ordinative committees have their place in an organization, however, no matter how efficient may be the management and the organization through which it works. No form of organization can be considered complete, without its sprinkling of committees. The establishment of committees should be related, however, not only to the needs of management, but also to the existing fabric of the organization. When individual duties already include the provision of means for the performance of a certain task, a committee should not be instituted to take over that task, unless the individual duties are accordingly amended.

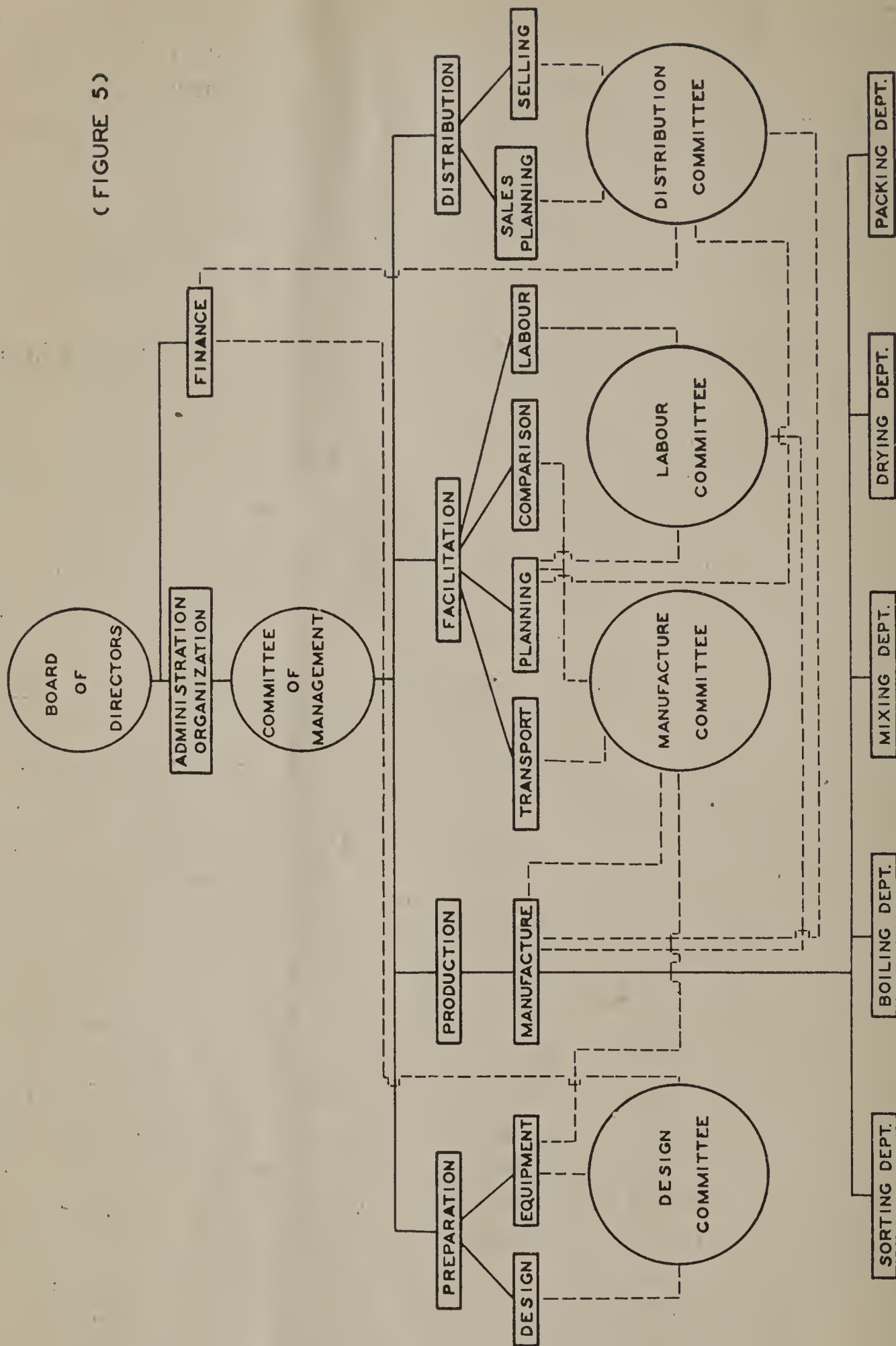
It has already been indicated how essential committees are to a "Staff and Line" organization. Fig. 5 illustrates the application of the Committee principle to a functional organization. The location of such committees is further discussed in the consideration of the functional form of organization.

In reviewing the form of organization into which our hypothetical factory would fit on the basis of the principle of function, one is treading on ground already severely trampled upon by the feet of multitudinous theorists. \*Fig. 6 shows the form of organization which is the outcome of this principle. The reader will, of course, realize that for so small a plant as that postulated, so heavy a burden of indirect labour would not be necessary, since certain functions would be combined. Even so, however, it would be essential to maintain the distinct entity of each function, and the primary functionalization is therefore shown in full. It will be seen that the whole business is divided according to the basic functions already suggested. The function of Manufacture is divided according to the processes necessary for the actual making of the product. These processes are peculiar to any business and will differ in every concern. For example, in a plant of a wholly different type, the first department might be the Foundry, instead of, as in our example, the Sorting Department. The sub-processes might then be named the Core Room, the Foundry Floor, and the Cleaning Room. But, of whatever character the product may be, the primary functions remain constant in all concerns. The function of Manufacture, which of course forms the backbone of the organization, is then supplemented, on the one hand, by the two preparative functions

(\*Fig. 6 is not included.)

# THE PRIMARY INTER-FUNCTIONAL COMMITTEES OF A FUNCTIONAL ORGANIZATION

(FIGURE 5)



NOTE - THIS IS NOT A COMPLETE ORGANIZATION CHART, SINCE IT DOES NOT SHOW DUTIES

of Design and Equipment, and, on the other hand, by the four facilitative functions of Transport, Planning, Comparison and Labour, each of these functions being executive in its own line. They are not to be confused with the work of the Staff in a Staff and Line organization, where the experimental and advisory work is wholly separated from executive work. A Staff organization can be added to a functional organization, if the need arises. Functional sections of a functional organization, however, are definitely executive. Each



function has a functional superintendent, who is responsible for his particular function throughout all the departments of the function of Manufacture. For example, in the Sorting Department of our hypothetical factory, the storage and transport of the necessary materials will be under the Transport Superintendent; the planning of the work under the Planning Superintendent; the upkeep of machinery and the supply of power under the Equipment Superintendent; the costing of processes under the Comparison Superintendent; the payment of wages under the Labour Superintendent. The head of the Manufacturing department acts as the co-ordinating agent of all functional activities affecting his department, and ensures that all co-operate to the end for which his department exists.

With the corporate task thus divided into many parts, the need for committees is clearly vital. A functional organization cannot operate without committees. Such committees being primarily of a co-ordinating nature. The organization being based upon a scientific distribution of functions, however, it is possible to determine at any rate the essential members constituting committees, not by reason of their personalities, but rather by reason of the duties they perform. For proper co-ordination between heads of functions, as apart from co-ordination provided lower down the organization, and as apart from that co-ordination provided by a Managing Director, who will of course, be a member of all primary committees, it is clear that by reason of their duties alone, certain heads must collaborate with each other if one policy is to be uniformly executed. For instance, collaboration between Design, viewed as a purchasing function, and Finance is essential. It may be necessary, further, to form a permanent relation between Design, Planning and Comparison, though it is more likely that the relationship here can be adequately provided by the proper routine of work, the Planning function simply indenting for quantities of materials, and the Comparison function specifying qualities. We thus obtain the necessary nucleus for a Design Committee (i. e. in a firm where Design is mainly a question of Purchasing)—namely, the head of the function of Design, and the administrative head of the function of Finance, normally the Company Secretary, or a Director specially charged with the control of financial questions. Again, co-ordination between the Labour function and the Manufacturing function is essential, since obviously alterations in wages or employment or welfare conditions cannot be made without affecting the Manufacture function. Co-ordination is also necessary between Labour and Planning, since the dispositions which Planning may make must materially affect the volume and distribution of Labour. The nucleus of a Labour Committee will therefore be the head of the Labour function, the head of the Planning function, and the head of the Manufacturing function, who will normally be known as Works Manager. The same co-ordination is clearly necessary between Manufacture and Equipment, Comparison, Transport and Planning. Similarly, Distribution requires to be co-ordinated with Finance, Planning and Manufacture. We thus find four essential Committees at the



top of a functional organization—the Design Committee, the Labour Committee, the Manufacturing Committee, and the Distribution Committee—the main purpose of which is co-ordination between functions, the fact that the business is functionalized determining the membership of such committees. Given this original purpose of co-ordination, and this basic membership, the Committees may also be advisory or executive, as may be determined; or other members may be added on account of special ability in committee work, apart from their strictly functional work. It is not unfair to say, therefore, that a functional organization, though based upon a wholly distinguishable principle, cannot be complete if based on that principle alone. It must also have a committee system as an inherent part of it.

Briefly, these are the forms of organization which follow from the principles stated. It cannot be too strongly emphasized, however, that the types here outlined are the logical outcomes of pure principle, which takes no account of those circumstances which surround the growth of every organization. It is just as easy to over-emphasize the logic consequent upon a principle as to over-emphasize the difficulties in the way of applying a principle. Every form of organization is a growth. Once an organization has, as it were, reached the stature of manhood, changes cannot be undertaken hastily or without profound consideration. It is better to await the right moment for a change than to impose it arbitrarily. Reorganizing requires time as well as genius. The scientific way is not always the surest way. It is often better temporarily to tolerate the unscientific than to create a ferment of human feeling. For industry is primarily human. It must not become the playground of scientist and engineer. We must often temper our zeal for what is scientifically desirable by considering whether it is immediately politic. Reorganization cannot, indeed, move more rapidly than the rate at which the individuals composing the organization can be induced to welcome it. It needs to be preluded by a long period of cultivation of what one may call the “organization sense.” An organization can only be the medium of good management if the latter is willing to utilize it. On the other hand, many individuals are scarcely able to distinguish the organization from the management. They lack the sense of inter-relation. Many a department persists in laboriously collecting statistics which another department already holds; one department religiously closes its doors to the officers of another department; the head of a department often clings tenaciously to a thousand and one miscellaneous duties, and will not admit his subordinates to a tithe of his secrets; an old department endeavors to cling to its pristine duties although a new department has been created to take some of them over. These and similar incidents are evidence of a lack of ability to see the logical groupings into which functions fall, and the relations of one thing to another, or to grasp the significance of the phrase with which Professor Marshall prefaces his book—“The many in the one, the one in the many.” For such as these, the prejudice is not against this or that form of organization, but against organization in general. They can be won over only by infinite



patience and the cultivation by every means of this undeveloped sense of relativity. \* \* \*

(From "*Fundamentals of Business Organization*," by  
Webster Robinson.)

### *Definition.*

Functionalization may be defined as that fundamental of organization which requires that all the proper functions of a business be recognized, granted existence, combined where similar or complementary, and placed under the direction, supervision, and control of properly qualified executives who have only one, or at most but a few, similar functions to perform. The point of greatest importance in the whole concept of functionalization is that each separate function of the business be clearly recognized and definitely assigned to the direction and control of some particular individual who is supposedly fitted to carry on that function. Functionalization, in short, means the analysis, subdivision, and grouping of the logical and necessary units of activity of an organization so as to secure, by decentralized specialization, the greatest results from individual and combined effort. It is the cornerstone of scientific organization.

### *The Process of Functionalization*

Functionalization involves an analysis of the various types of functions which must be performed in any particular business, and the logical grouping of those functions into workable divisions. The process begins with a definite separation of the administrative, executive, and staff functions. Broadly speaking, the administrative functions deal with the legislative and judicial branches of the organization; the executive functions with the enforcement of the legislative and judicial edicts; and the staff functions with the scientific advising of those who must make important decisions. When this differentiation is followed out, it is found that the administrative functions are chiefly concerned with the accomplishment of the business as a whole; the executive functions with the efficient operation of the various specialized divisions in relation to their position in the organization; while the staff functions have to do with specialized planning and control for the entire organization. \* \* \*

### *Subdivision and Combination of Functions*

While functionalization must start with a clear understanding of the administrative, executive, and staff functions, it is also essential that this recognition of functions extend throughout the organization. Within each executive division it is necessary to subdivide the work into numerous departments, within these departments into the work of groups, and within these groups into units, even into the definitely established duties of individuals. For example, men or equipment engaged in an operation characteristically different from other operations will be grouped together under a single head. All similar functions

and trades will be combined into one department under one control as far as processes and types of activity permit, while within the department a further subdivision will be made according to processes, professions, trades, equipment, and types of labor. \* \* \* The number and kinds of functions which can be handled by one man depend upon such considerations as the size of the business, complexity and importance of the functions, and the knowledge and ability required. The fact that the functions are separately recognized enables an apportionment of the authority and responsibility for them according to the qualifications of the existing or available personnel.

Functionalization, then, includes two distinct ideas: (1) the analysis or separation of the business into its various functions: and (2) the grouping or arrangement of those functions according to type, with a combination into departments of those which are complementary, so that each department will contain all the factors necessary for the performance of its particular duty. No matter how complicated the functions may be, those which are similar or complementary must be under one person. He may subdivide as he finds necessary, but the control of all the related functions must be in his hands if complete coordination and control are to be secured.

#### *Danger of Confusing Functions with Personnel*

Many executives err in confusing the functions performed by the organization with the persons who perform these functions. It is a common occurrence to find the general manager trying to solve problems concerned with the various functions of his enterprise by means of a chart which represents little more than an orderly grouping of the members of the organization. He fails to distinguish between the two separate problems: the one, functionalization, a problem of organization; the other, placing the man, a problem of management. The functions of the business, the activities necessary for its operation, exist regardless of the personnel available to perform them. The great value in recognizing and segregating these functions is that it brings out the necessity of providing men to fit each one. In an analysis of the organization, the fact that John Jones is tending Machine No. A53 is not of outstanding importance to the manager. What he must know is that the function of operating Machine No. A53 exists, that it should, with similar functions, be placed under the direction, supervision, and control of some head, the shop superintendent, for example, and that definite provision must be made for its performance. The question of deciding who is qualified for the position is not one of organization, but of management. The idea is first to determine the functions of the business, and then to find men who can fit them.

#### *Functionalization as a Principle*

Functionalization, moreover, does not imply the use of any one definitely standardized plan in dividing the work of the concern. It means the application of certain general principles which have been found adaptable to all



businesses. The division, grouping, and assignment of functions, then, will be made in the way which is found most logical and practical, considering the particular characteristics of the organization being functionalized. The principles of functionalization are constant—their application varies with the nature of the business concerned. \* \* \*

### *The Primary Functions*

It is useless, however, to make any analysis before the real aim, the real reason for the existence of the business as a whole, has been clearly established. This aim will be embodied in the primary functions, in which the kind of service that is to be rendered and the class of people to whom it is to be rendered are the important items. For instance, it was stated by George L. Bell, in the preliminary report on the reorganization of a large western light and power corporation, that:

The business of the corporation is the adequate and courteous furnishing of power to the public in return for a fair charge therefor. The primary functions of the business are:

1. The production of power.
2. The distribution of power.
3. The service to consumers.

These functions are the basic determining factors in the work of segregating and combining the activities of the business. \* \* \*

Both the functional organization chart and the personnel chart are of primary importance in the concern. The former compels the general manager, uninfluenced by his own estimate of the men employed, to regard the whole organization as an impersonal structure. By offering a complete list of all activities, it obviates the danger of overlooking any function in the delegation of authority and responsibility. The personnel chart, superimposed upon the functional structure, "humanizes" this functional organization. The functional organization chart shows to every member of the concern the extent of his authority and responsibility, and the relation of those functions which he is performing to the work of the whole organization. The personnel chart shows who is responsible for the performance of the functions, and the relationship of each man to the other individuals in the business. Together, the two give a definite, visible status to every function and every member of the organization. The ultimate purpose of these charts is to give in an easily understandable form data which would be more difficult of comprehension if expressed in words alone. Charts will provide at a glance a fund of valuable information which could be secured from written explanations only by considerable study. Graphic presentations, however, cannot take the place of an adequate written statement, since in the latter can be included details, which, if embodied in the chart, would make it so elaborate as to destroy its value. A chart is a guide, and the simpler its construction the more useful it will be.

## *The Organization Manual*

As the final element, the finishing touch so to speak, in the work of functionalization, therefore, it is advisable to supplement these charts by an organization manual. \* \* \* To sum up, the organization manual explains in detailed form the grouping of functions and lines of authority which the functional organization chart can present only in outline, and fixes definitely the limits of individual control which are graphically shown only when the personnel chart is superimposed upon the functional organization chart. Through the manual, the charts are made more intelligible to the worker, who can with its assistance clearly distinguish his own position and duties and their relation to those of every other member of the organization. \* \* \*

(From "*Industrial and General Administration.*"  
by the French Industrial Engineer.  
Henri Fayol.)

## *Staff*

The Staff is a group of men, which has the strength, knowledge and time which the General Manager may lack; it is a help, or reinforcement, a sort of extension of the manager's personality. It is not divided into different ranks, and only receives orders from the General Manager. This particular type of organization is called the Staff in the Army, and I am using the same term, because it seems to me the best description of what I mean.

The object of the Staff is to help the manager in carrying out his personal duties. If a manager can fulfil all these duties by himself, he does not need a Staff, but if he has not sufficient strength or knowledge, or has not enough time, he is obliged to let somebody help him, and the people whom he uses in this way constitute his Staff. There are, of course, very few men in important positions, who can deal simultaneously with:

1. Their daily obligations of correspondence, interviews, conferences, etc.
2. Command and control of their subordinates.
3. The amount of thought required for preparing programmes for the future and carrying out current plans.
4. The search for the improvements which must continually be made in every sphere of activity.

Consequently, we find Staffs in most big undertakings, but they take many different forms; secretaries, consultants (engineers, lawyers, financiers, and accountants) advisory committees, study circles, laboratories, etc.

In order that they may be entirely at the manager's disposal and have no other responsibilities, the members of the Staff take no part in the management of subordinate departments; but there is no reason why one man should not be attached to the Staff for part of his time, and to a department for the



remainder. Again, there is no need for all the members of the Staff to be whole-time employees of the firm; some of them may be consultants, who give an hour per day, week, or month to staff work. The constitution and method of operation of the Staff may vary considerably; the only essential points are that the Staff shall be completely at the manager's disposal and that, with its assistance, he shall be able to fulfil all the duties of management.

### *Improvements*

One of the most important of these duties is the search for improvements. It is a well-known fact that a firm which is not progressive soon falls behind its competitors and a manager must, therefore, be constantly striving for progress in every sphere. Making improvements requires method, competence, time, keenness and financial resources.

Method, in this connection, means observing, recording and classifying facts, drawing conclusions from them, making experiments if necessary, and, finally, deducting rules which the manager can put into force in running the business. Most of the improvements, which have raised the science of business to its present level, have been produced by this method, which is simply the Cartesian method. In order to make good use of any method, it is, of course, not sufficient merely to know its name, and in this case innate abilities, fully developed by experience, are also necessary.

By competence I mean a sufficiently thorough knowledge of the effects, which the research will produce, but the most well-informed of managers cannot possibly be really competent in all the questions, of varying degrees of importance, which arise in managing a big undertaking. Few managers, also, can have the necessary time to devote themselves to the search for improvements, as they are absorbed by their daily work and all the important questions which have to be settled without delay. We can, however, assume that they wish to keep the undertaking up to date, and have at their disposal the necessary financial resources.

These are the factors whose combined action leads to the discovery of an improvement in any one of the many material or human organs of a big concern, and such discoveries must be unceasingly sought for in every rank and every part of the undertaking.

Every leader, whether he is the manager of the concern, a departmental manager, or a foreman, must have an active and persistent desire for improvement, and also sufficient financial support to enable him to follow up useful lines of enquiry. But, as he has not sufficient time and is not competent to carry out all the necessary researches, he must have recourse to a Staff. In a big mining and metallurgical concern for instance, the Staff of the general management appears in the form of consultants (metallurgists, mining engineers, builders, architects, electricians, geologists, chemists, lawyers, accountants, etc.), some of them permanently attached to the concern, and others only

giving it part of their time; in local managements, it takes the form of technical secretaries, special employees, study circles, laboratories, etc.

It is the close and constant collaboration of the executive departments and the Staff which produces most of the innumerable improvements, whose description fills the technical papers. \* \* \*

## TAYLOR SYSTEM

I have tried to get a fairly accurate idea of the system of organization called the Taylor system, about which there has been a good deal of discussion during the last few years. This is not an easy thing to do; some people regard the system as the management of the workman's job based on careful and detailed time and movement study; for others, it is the use of high-speed tool-steels, or else methods of accounting and remuneration. Probably it really consists of a little of each of these things. \* \* \*

### *(b) Denial of the Principles of Unity of Command*

According to Taylor, we must abandon the ordinary type of organization which he calls, somewhat scornfully, the military type "in which the workman receive their orders from a single man, his foreman or gang boss":

"So deep rooted, however," he adds, "is the conviction that the very foundation of management rests in the military type as represented by the principle that no workman can work under two bosses at the same time, that all of the managers who are making limited use of the functional plan seem to feel it necessary to apologise for or explain away their use of it; as not really in this particular case being a violation of that principle. The writer has never yet found one, except among the works which he had assisted in organizing, who came out squarely and acknowledged that he was using functional foremanship because it was the right principle."

According to Taylor himself, some men who were faithful to the principle of unity of command were not willing to give it up, even at his request. I, myself, do not believe that a shop can run smoothly in flagrant violation of this principle, and yet Taylor was a successful manager of big concerns, so how can we explain this apparent contradiction? I imagine that, in actual practice, Taylor knew how to reconcile his Staff organization with the principle of unity of command, but that is only a theory, and I cannot tell if it is correct. However, we do have to make our Staff work in harmony with this principle, and every business manager is constantly doing it; it takes a good deal of ability, and Taylor must have been particularly able in this respect.

I think it is dangerous to allow the idea to get about that the principle of unity of command is unimportant and can be violated with impunity. We ought to retain the old scheme of organization, in which unity of command is respected, until a new order arises. It is, after all, easily reconciled with the assistance which Taylor recommends us to give to managers and foremen.



My reservations in accepting Taylor's scientific or functional organization do not prevent me from admiring the inventor of high-speed steels, the man who applied minute and exact conditions to the workman's job, the energetic and clever commercial man, who, having made discoveries, spared no effort and took infinite trouble in introducing them into actual practice, and the tireless publicist, who was anxious to make everyone profit by his work and experience. We may well hope that the great American engineer's example will be followed by many of our fellow-countrymen. \* \* \*

*(From an article by Malcolm C. Rorty  
in the Taylor Society Bulletin for April, 1930)*

## THE STRUCTURE OF ORGANIZATION

For our present purposes we may assume that we are dealing with enterprises that have logical reasons for existing, and that in general, meet the fundamental economic requirements in their particular classes. The initial question is, therefore, as to the structure of the organization. The enterprise may be a chain store system, a public utility, or a factory under one roof, or one with production units scattered over a broad area. Whatever may be the character of the business, its organization is necessarily functional at the bottom. The degree to which functions are isolated and subdivided may vary somewhat, but the principal difference between otherwise similar organizations are apt to be determined by the manner and extent to which some or all of the various functions are consolidated under unit executives having broad responsibilities and authority. One organization may be set up from top to bottom along strictly functional lines. Another, quite similar as to size and operations, may maintain this complete separation of functions only with respect to, say, general finance and accounts, and purchasing and selling, and may consolidate other functions under a series of unit and subunit managers or superintendents, with perhaps a general office staff in advisory relation to the functions so consolidated.

Those who have had experience with a wide variety of organizations will realize the endless combinations and recombinations of functions that may exist, either as a matter of choice, or by reason of the nature and conditions of particular operations. It is impracticable and unnecessary for our present purpose to discuss even typical examples in detail.

The essential point is to recognize the fact that every organization is, and must be, a compromise between the principle of functionalization and the principle of unified and responsible one-man authority. Both principles have their values and each has its defects when carried to extremes.

The highly functionalized organization is apt to be superior in technique; but it is slow to act in emergencies and may throttle initiative in supervisory personnel and finally suffer, even in technical ways, from the growth of a

bureaucratic spirit and the mental ossification of intrenched and narrow-minded specialists.

The non-functional, or slightly functionalized organization, is naturally weaker in technique, but is quicker in emergencies and, through competition between units and the allocation of wider powers to junior executives, tends to develop a more resourceful and broadly competent personnel.

### THE COMPROMISE PLAN

As has been indicated before, all good organization, and in fact every good thing, is a compromise. Each new and good principle in organization, as in everything else, tends to run to extremes. Many organizations that have tested out the "functional" principle most thoroughly and for the longest time are now swinging back to a compromise plan, under which definite territories or other general units of the organization are placed in charge of broadly trained managers who are assisted by appropriate staff specialists. Each of these staff specialists is ordinarily in direct relation, on matters of technical information, with a corresponding functional department at the headquarters of the company. New technical principles and specialized methods, developed or approved by the functional departments at headquarters, and approved by the general executive, are put into practice in appropriate operating units of the organization on the basis of specific instructions, prepared by such functional departments and issued over the signature of the general executive. The actual application of such new principles or methods is then supervised by the corresponding staff specialists of the separate units.

Smooth working relations between the unit managers, the functional departments at headquarters, and the unit staff specialists, are found in practice to be assured by observing a few simple principles, as follows:

1. Unit staff specialists should be chosen by the unit manager from a group (preferably three or more) nominated, and ordinarily trained, by the functional department at headquarters.

2. Salary increases for unit staff specialists should be on joint approval of the unit manager and the functional department head, plus, of course, the approval of the general executive.

3. Disciplinary action with respect to, or removal of a unit staff specialist should be on the same basis as with respect to line subordinates of the unit manager.

In organizations large enough to justify the setting up of several substantially self-contained units the preceding plan has many advantages. The development of specialized technique and methods is advanced rather than hindered by the plan and is apt to take more practical forms, if a reasonable amount of initiative on new methods is left to the unit specialists working in close co-operation with the unit managers. The general authority of the unit



managers over all branches of operations tends to prevent "buck passing" between departments and the growth of a bureaucratic spirit along functional lines. Situations involving several functions can be handled more satisfactorily and expeditiously by the unit managers than by several functional representatives; this is of particular importance in dealing with customers and public authorities. And finally, it is possible to secure and retain the services of men of high quality as unit managers, who would chafe under the red tape and delays and the lack of teamwork that are sure to exist where the functional idea is put too rigidly into effect.

In very large organizations it is possible, and sometimes desirable, to carry the unit idea a step farther by appointing subunit managers, in which case the relations of the subunit managers and their staff assistants to the unit manager and his staff are exactly the same as the relations of the latter to the headquarters organization.

Each organization is, of course, a special problem in itself, and the handling of all functions does not need to be the same in any given organization. The essential point is to secure an effective combination of, and compromise between, the functional and unit principles. The word "organization" by its very derivation involves functionalization and, as has been indicated before, all organizations are necessarily functional at the bottom, just as they are necessarily of the unit type at the top. The primary problem is, therefore, that of establishing the most effective system of linkages of functions and personnel between the top and the bottom.

### WHAT IS SCIENTIFIC MANAGEMENT?

The preceding suggestions are not in any way opposed to the principles of scientific management as originally laid down by Frederick Taylor or as practiced by the more broadly experienced of his present-day disciples. Yet there is always the danger that general statements of principle will fail to be properly qualified. To quote from your own recently issued handbook *Scientific Management in American Industry*:

"The subdivision of an organization into sales, production and financial departments does not constitute functional organization as developed by Taylor. These are simply logical subdivisions of the general manager's burden, neither new nor radically different from what has been going on along the lines of division of labor for centuries. For the real difference one must go below the upper strata of activities and search throughout the whole group down to and including the workman at the bench. If throughout this group he finds that the natural functions in every case, including the work of the man at the bench, have been definitely determined and entrusted to the responsibility and authority of some one functional official, unlimited in area and supreme in his own functional field (except, of course, as in all cases, channels of appeal in cases of disagreement must be established), then he finds the true functional

organization designed and so effectively used by Taylor.”

And to quote, also, from the index to the original edition of Taylor's *Shop Management*, the “planning department does not involve additional work and expense; *merely concentrates the planning and brainwork in one place.*”

In the preceding quotations emphasis has been placed upon those phrases which would seem to indicate that a complete centralization of brainwork and a complete functionalization of methods and processes should take place regardless of the size or geographical layout of the organization. Yet Frederick Taylor, if he were alive and with us this evening, would be the first to admit:

1. That the principle of functionalization produces 90 per cent of its results when applied to a basic unit of very moderate size.

2. That the final 10 per cent of functional efficiency, that theoretically might be obtained by complete functionalization, had best be sacrificed in large organizations in favor of quick response in emergencies and the development of a number of broadly trained junior executives, each in charge of an appropriate operating unit of moderate size.

3. That many enterprises are clearly too large for complete functionalization.

4. That functional instruction of functionalized units has most of the advantages of complete functionalization, with less danger of developing bureaucratic excesses and bureaucratic ossification.

5. That no specialist should ever be in a position where the members of the line organization are not able, on occasion, to put up a successful fight against him.

6. That, to the extent that brains exist, or can exist, in an organization, they should be allowed to function in the closest possible contact with those problems that require special judgment and immediate decision.

7. That the permanent vitality of an organization depends quite as much upon competition between such units for current efficiency.

In reference to the preceding, it has been very aptly suggested by Dr. Person that the organizer who thinks always in terms of functions may still continue to think of the unit organization as purely functional by assuming that the unit executives are charged with the “function” of correlating other functional activities and of making special and emergency decisions.









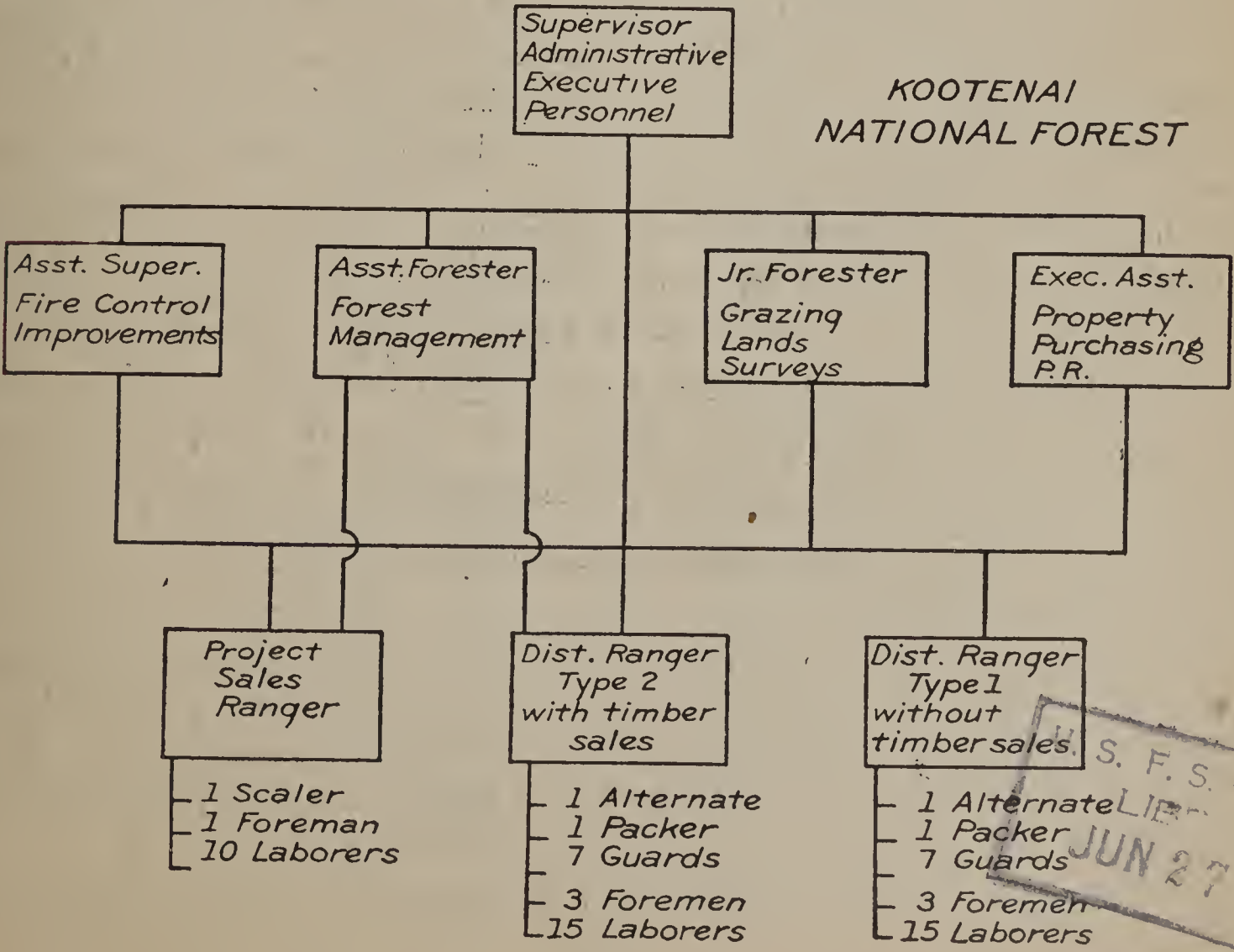
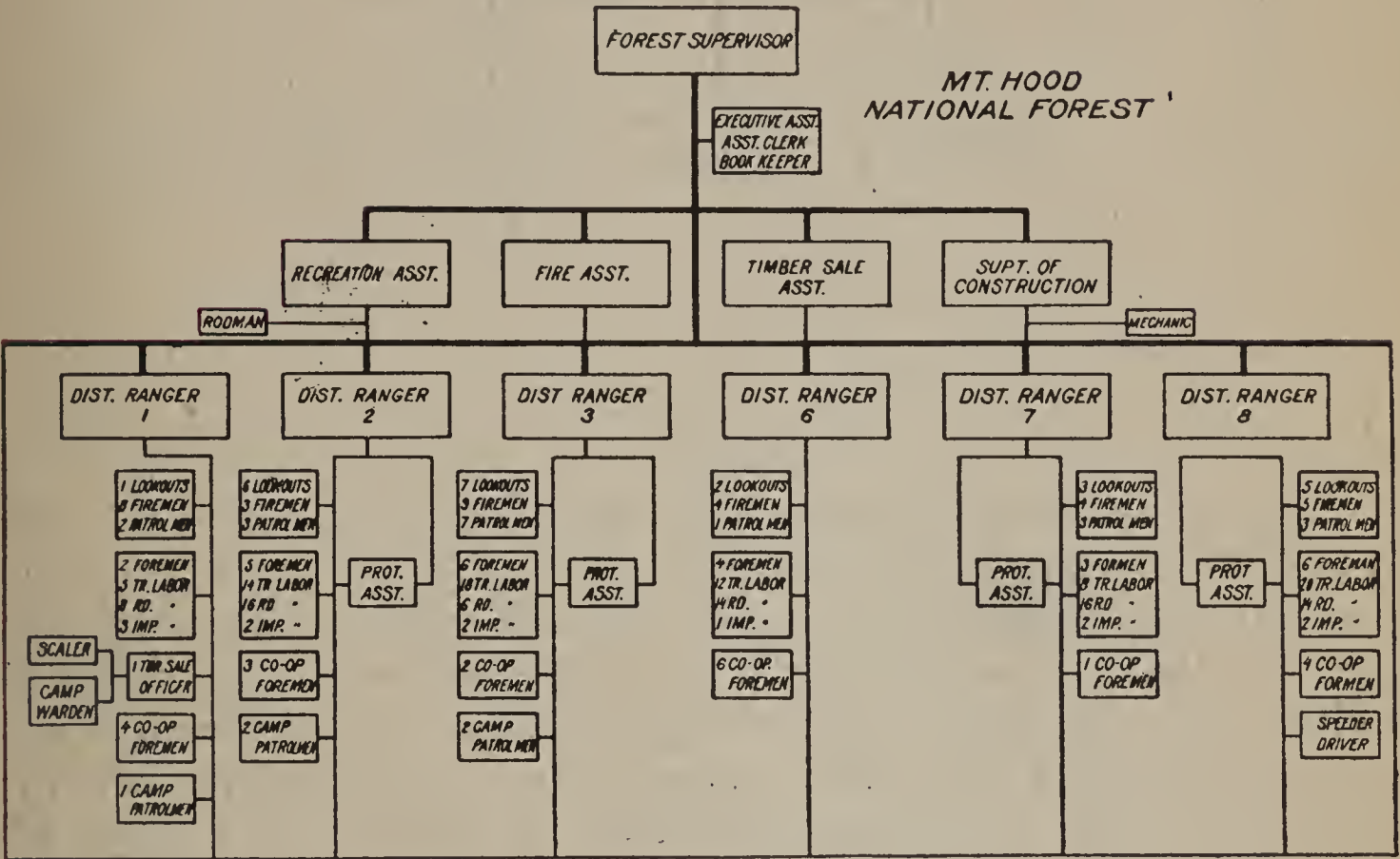
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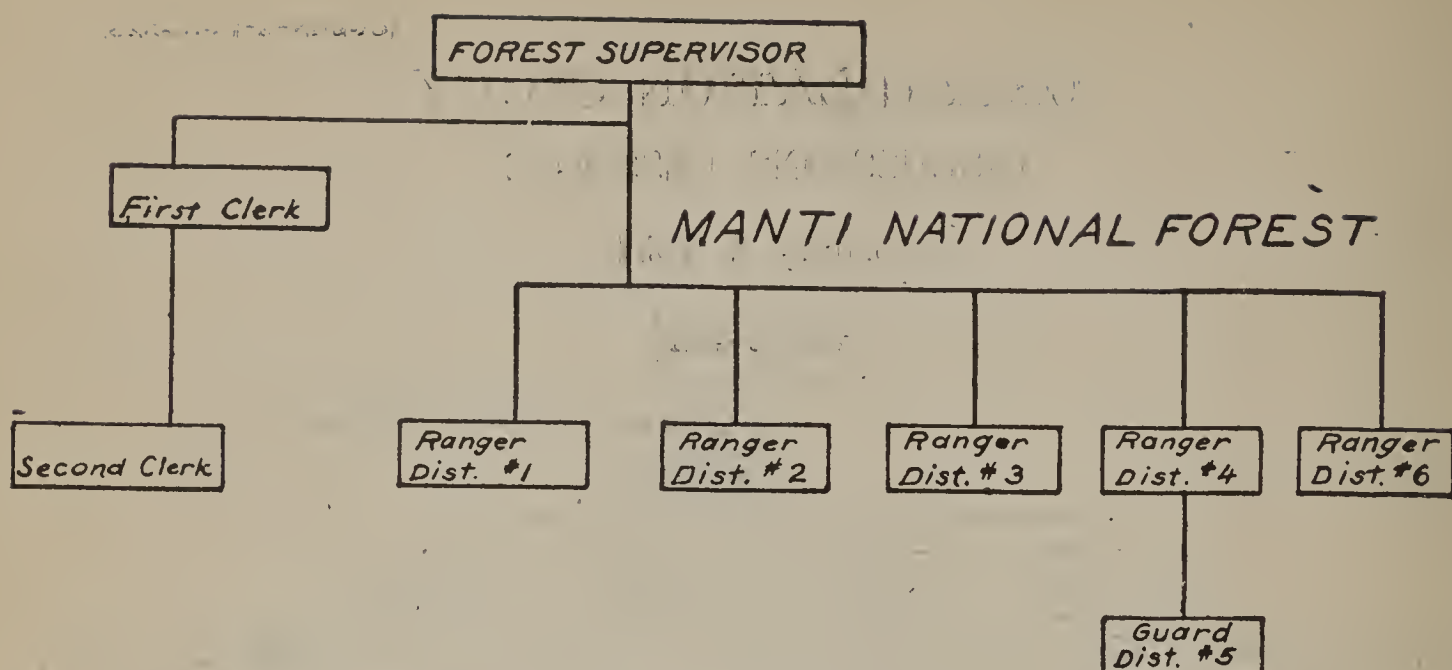
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ORGANIZATION STUDY

DISCUSSIONS LESSON 2

February 2, 1931





W. G. WEIGLE

SNOQUALMIE

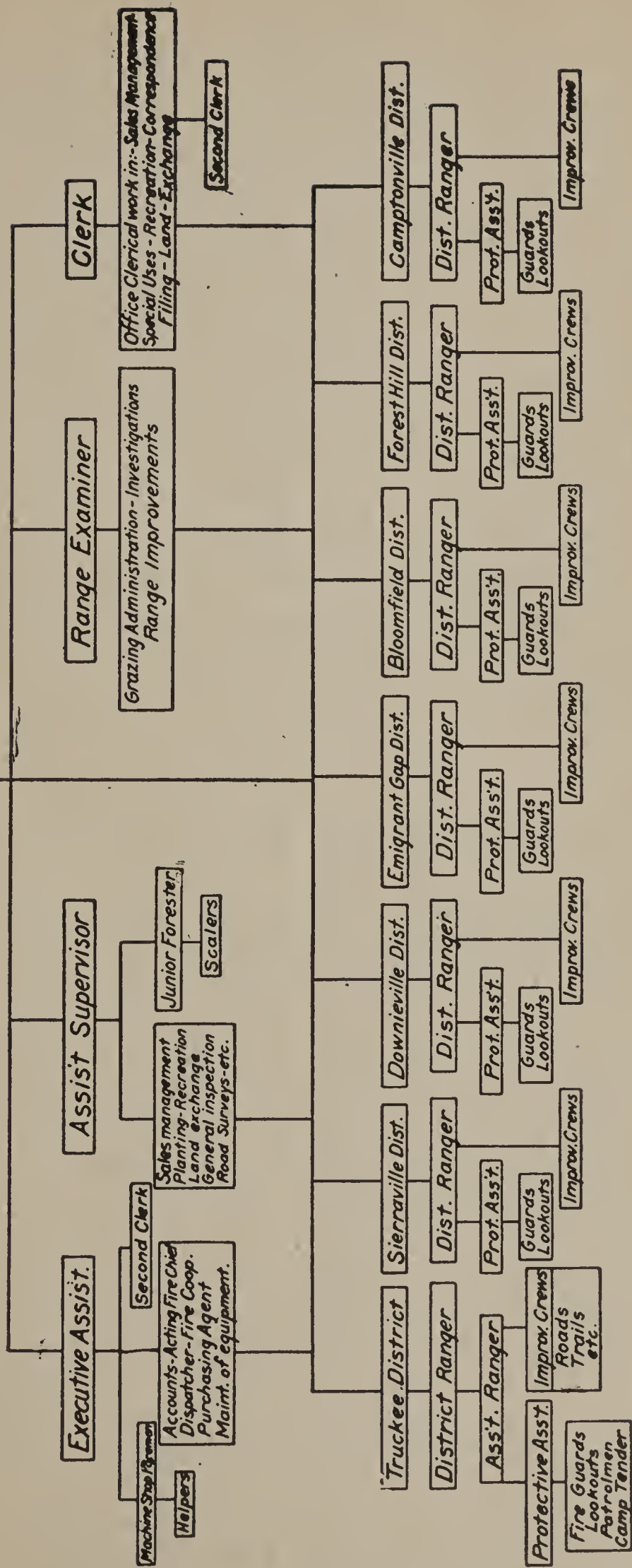
SEATTLE, WASH.

1. A Line and Staff organization seems to meet the conditions common to our National Forests better than any other form of organization. To properly line up the staff officers so that they will have definite information in regard to the field they are to cover and have them stay within that field is not always easy. The National Forest organization as a rule, however, is not heavily burdened with staff officers. Therefore the overlapping of authority need not be serious. The Snoqualmie Forest has the usual line officers of Supervisor, District Ranger, and Foremen, and the Assistant Supervisor, Technical Assistant, and Executive Assistant as staff officers. The Assistant Supervisor, through long practical experience with all classes of national forest work, is admirably suited as a staff officer. The District Ranger, protective force, and improvement foremen are all glad for advice from some one who has specialized in their kind of work and is familiar with the details of the subject. The field of the Technical Assistant for staff duties, as will be observed on the organization Chart No. 1, is more restricted than that of the Assistant Supervisor for the reason that he has specialized on timber sales, cruising, etc.; therefore he has been assigned to this field on account of his qualifications and the Assistant Supervisor, although familiar with the work, is excluded from this field both on account of lack of time and to avoid overlapping of authority. It will also be observed on Chart No. 1 representing Suggestion No. 1, that the duties of the Assistant Supervisor, Technical Assistant, and Executive Assistant, are only partially that of staff officers. They each have many duties to perform entirely separate from their staff duties. The Executive Assistant is chiefly a line officer but functions as a staff officer in advising the District Rangers in handling the numerous forms, recording their property, etc. The men in charge of project sales and the District Rangers are chiefly line officers, and like the staff officers, have many functions to perform personally.

In contrast with the organization of the Snoqualmie Forest as referred



Forest Supervisor      TAHOE NATIONAL FOREST



to in the above and called for in Suggestion No. 1 and charted as Chart No. 1, which is chiefly a line and staff organization, the work of the Forest is re-charted in accordance with suggestion No. 2 representing a functionalized organization. The chief difference between these organizations is that in Chart No. 2, as referred to in Suggestion No. 2, we have eliminated the line officers, known as District Rangers, who were responsible for the work of their district even though they had not specialized on all the functions and have substituted a grouping of the functions of similar character on the Forest and instead of having a District Ranger in charge of all functions in his district we have an executive officer who has specialized on that particular subject or subjects, in charge of certain functions or allied functions for the whole forest, thereby gaining the advantage of narrowing down the field of duty, thereby promoting the chance of greater familiarization through a better opportunity for specialization by the functional executive. As brought out in the lesson, Chart No. 2, or the functional organization, tends to develop specialization but it does not permit of unity of control while the organization as given on Chart No. 1, and now in use on the Snoqualmie Forest, gives quick action and unity of control but gives poorer facilities for specialization. The system here represented as Chart No. 1, which may be called the line and staff plan of organization, appears to be best suited for use on the National Forest.

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CARL B. NEAL

DESCHUTES

BEND, OREGON

1. Reference is made to chart and manuscript entitled "Deschutes National Forest Organization and Administration" attached.

In outlining organization for any unit, the personnel factor has to be taken into consideration. Responsibility and authority has to be commensurate with capability and adaptitude of the individual. I believe the greatest difficulty with the organization on the Deschutes is that it is too centralized. I know that this is considered typical of all functional organizations. In the case of the Deschutes, I realize that this is true but believe that it is much more so than the form of organization necessitates. The "functional executive" tends to neglect the work properly belonging to the Supervisor's office and to do work themselves which they should instruct and train the Rangers to do. For some reason, I have failed to show them that they can redeem their responsibility by working through the District Ranger. I feel that this organization is the only logical one for this Forest and that the above trouble will eventually be minimized. It has been in effect only eight months and the personnel were not accustomed to any particular plan of organization in the beginning. The administration was too centralized in the beginning.

I have, perhaps, seemingly neglected to amplify the District Ranger organization, but the organization under the District Ranger is just as simple as is shown. This is a characteristic, I believe, typical of Eastern Oregon Forests



as contrasted with Western Oregon Forests.

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ALEXANDER McQUEEN

HUMBOLDT

ELKO, NEVADA

1. The forest organization chart attached is intended to show the authority from the supervisor and the assistant supervisor passing directly to each district ranger, the chief clerk and the one grazing examiner, which make up the year-long or permanent organization, the assistant supervisor working in on all forest functions with the supervisor, the chief clerk and forest examiner reporting directly to the assistant or supervisor.

Routine matters handled between the rangers and chief clerk are directed to the supervisor. The guards and improvement crew or crews are directly responsible to the district rangers.

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PHILIP V. WOODHEAD

ROUTT

STEAMBOAT SPRINGS, COLO.

2. This is an attempt to chart the Routt organization as functional. I have included the Committee since the functional executives would naturally be brought together for advisory, educational and other purposes. I have shown the principle lines of authority below the functional executive. There would however be some overlapping almost all of the way through. There should be. There might, of course, be an assistant supervisor or technical assistants. The latter would have to function as staff.

Advantages of a functional organization applied to a Forest:

Permits of specialization.

Eliminates difficulty of developing "all around" ranger.

Appears flexible. If the fire and timber job becomes too big for one man the job can be divided easily. This procedure would be less difficult than making five ranger districts out of four.

Gives the Supervisor a committee or staff with a broad viewpoint.

Leads toward work of equal level of standardization over the entire unit (the Forest).

Executive force centrally located and more frequently available for committee work.

Correlation less difficult because Supervisor deals with five men and one unit instead of five men and five units (geographical).

Should lead toward better resource plans because each functional executive would be a specialist in his field.

Disadvantages:

Bringing together the executive force at one headquarter's point less convenient for users.

Conflicts due to overlapping authority.

Possibly a little more expensive. There would be some duplicate travel as there is now with the Regional Office force. Might also be necessary to in-

crease the short term force.

---

H. L. PLUM

OLYMPIC

OLYMPIA, WASH.

2. A functional organization on the Olympic would not be satisfactory and I doubt if there are many forests where it would work. This system would take authority away from the man on the job, it would cause delays, excessive travel and a general slowing up of the work. The Regional Offices are primarily functional organizations although not entirely so. The forests are organized on the line and staff basis. The ranger district is a smaller division of the Forest and this is carried to the guard district, all this being done to get authority where needed for quick action and to fix responsibility. With a functional organization the district rangers would be necessarily transferred to one line of work and would only be responsible for that work. With a large unit and great distances between districts (it is 170 miles from the Supervisor's headquarters to one district headquarters) the Supervisor would never be able to catch up with all his functional executives to find out why certain things were wrong. Of course, there is a possibility of combining one or two lines of work in one functional executive. There is practically no grazing work on this Forest, and this could be combined with Lands, Engineering and Public Relations.

---

J. E. RYAN

KANIKSU

NEWPORT, WASH.

2. A straight functional form of organization does not appear to fit our needs. For one thing the directing officers are too far from the seat of action and would add to the problem of controlling the temporary force. After each specialist had imparted his instructions to the various foremen they might well begin to wonder what it was all about. A functional organization would slow up the work and under present conditions the activities are too wide spread and varied for this form of organization. If all temporary men and especially foremen were the ideal type the objections to functional organization would be decreased to some extent. Fire control problems demand a flexible decentralized organization, susceptible to sudden slips and individuals trained to think and act on their own initiative in an emergency situation. Eliminating the fire problem would simplify the application of a functional organization. Our present organization involves some principles of "Line", "Line and Staff", "Line and Functional" forms of organization but tends strongly toward the "Line" idea.

---

ROY A. PHILIPS

NEZPERCE

GRANGEVILLE, IDAHO

2. In a completely functionalized organization ranger districts would necessarily lose the identity as such. It would mean a highly centralized organization and the supervisor's chief responsibility would be to synchronize and



correlate the work of the organization. A very high type executive would be necessary.

The principal drawback to a completely functionalized organization is the lack of mobility. With a compact accessible organization the functional type is more nearly practicable. With a widely expanded organization and slow travel facilities applicable to Forests generally, it is not anticipated that the functional type of organization will come into general use although there is a definite trend in this direction.

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HAROLD L. BORDEN

WILLIAM B. FAY

HOLY CROSS

GLENWOOD SPRINGS, COLO.

2. After considering this carefully and attempting to functionalize the work, it is apparently impossible to cut down the force, and it would materially increase travel and expense. Accordingly, it is felt that for the ordinary forest functionalization is impractical when attempted to the nth. degree. It should be the policy, however, to put a man well qualified on timber sales, where that work predominates, and an expert on grazing on a district topheavy with grazing problems.

---

E. S. KEITHLEY

PIKE

COLORADO SPRINGS, COLO.

2. Each ranger in so far as his district is concerned has practically all functions. There are a few exceptions such as Xmas tree projects, planting projects.

Another significant thing is that the executive assistant is definitely tied to every forest function. The chart shows only one position on the Forest to be highly specialized or functionalized. This is true to a lesser extent for the Junior Forester position and still less for the Assistant Forester position. A great deal of overlapping is indicated which seems inescapable under present conditions. So long as the ranger must do most of the work the chart indicates clearly that if he is not already "jack of all trades, expert at none" he soon will be. More specialization is needed on the Pike Forest if greatest progress is to be made. For example land exchange work has been functionalized in the Assistant Forester position. Results are proof. Planting-nursery are other examples of results more satisfactory than could possibly be expected if these activities were not rather definitely functionalized.

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FRANK J. JEFFERSON

MISSOULA, MONTANA

4. Somewhere along the line, P. K., from the Regional Office to your intelligent guard, there was an organization failure. It can hardly be said that the Ranger lacked line authority; he could (by his statement to the Guard) have instructed him to undertake this patrol. Likely he didn't do this for the reason that he or his Supervisor, or his Supervisor's staff authority on fire

control, or the Regional authorities on the same subject, had only given superficial attention to fire discovery and, as a consequence nobody realized that anything could be done to discover fires in blind spots except to establish new lookouts. The lookout was here, the blind spot there; tradition said that the lookout should look and not walk, and that was that. If an evil-minded bolt of lightning chose to start a fire in a blind spot, that was the fault of the lightning and not of the detection plan. I should say that there had been a staff failure—a failure to get at the inwards of fire detection and disclose the fact that blind spots within patrolling distance of a lookout need not be permitted to exist. Traditional functions of lookouts cramped someone's reasoning powers.

I would not be inclined to lay this failure at the Ranger's door; he is the line executive in our work that of all men has least time for constructive study and analysis of major forest problems; he is the doer; the planner and analyst is further up the line. Had the staff authority (whoever he was) developed the patrol principle, and had the Supervisor, as a line officer, seen to it that the Ranger plan of action contemplated such procedure, I am inclined to believe that there never would have been opportunity for the Guard to have suggested patrol. It would have been put up to him as a job to do.

---

JOHN N. KINNEY

SALMON

SALMON, IDAHO

4. Just a moment, let me rewrite that problem, thus:

“ A guard suggested to his District Ranger that he be allowed, after lightning storms, to patrol a blind area not visible to either primary or secondary lookouts. The District Ranger knew that the fire plan specified that this guard was stationary, and was supposed to leave his station only when ordered to do so by the District Ranger or Dispatcher. However, knowing the hazard of his district and feeling that the suggestion was a good one the District Ranger authorized the guard to patrol the blind area after lightning storms. Shortly afterwards while the guard was on patrol in the blind area, an unexpected fire started in high hazard territory with a half hour's control time from this point, and as the guard was not available the fire got away and required the expenditure of several thousand dollars to suppress it.

Consider this case from the organization standpoint. Does it indicate anything wrong and if so what? Was the organization lacking in flexibility, too much flexibility, too centralized, too functionalized or what? Did the ranger have sufficient or too much line authority or was he lacking in staff advice. The question says “indicate” whether the ranger was a good or poor gambler on the expected and unexpected, or any other conditions not stated which might show something else.

Now study the problem as stated in the lesson.

Whichever way the ranger may jump he takes chances of landing wrong



side up, but he has a good alibi as long as he follows the fireplan which gives a definite, standardized set-up or what have you.

Either one of the questions is a "flat tire" to me as far as organization is concerned. I can only see the need of a thorough knowledge of the relative hazards (including past history) and then sound judgment and clear thinking.

---

J. E. RYAN

KANIKSU

NEWPORT, WASH.

4. The ranger was lacking in ordinary horse sense if he held the guard at his station and if the plan did not provide any other means of taking care of the blind spot. The circumstances suggest several possibilities of what might be lacking. The so-called fire plan appears to have contributed more toward the failure than did the form of organization. It is assumed the blind spot was overlooked in the plan and if the plan was as hide bound and rigid as the ranger evidently guaged it to be, it was not much help. Possibly, staff advice was lacking and the ranger did not realize that he was expected to do any thinking for himself. Maybe the ranger was obeying orders to the letter and the failure was occasioned by too much centralized control. The case indicates that the fire plan, organization and personnel lacked balance.

---

ROY A. PHILIPS

NEZPERCE

GRANGEVILLE, IDAHO

4. I doubt whether the failure would have occurred with a centralized organization. It indicates a lack of analysis of conditions on the ground, and of adherence to a cut and dried policy of instruction that would probably not have existed under the scheme of a more functionalized organization. One of the primary essentials in fire control work is that initiative and judgment must be exercised in carrying out written instructions. The guard apparently had this perceptive and if left to his own devices would have handled the situation correctly. It would appear that the ranger was lacking in staff advice.

---

HUBER C. HILTON

MEDICINE BOW

LARAMIE, WYOMING

4. Without more information as to the conditions existing where the guard (lookout, I assume) was stationed, it is impractical to reach a definite conclusion. We have the same rule on this Forest and expect to continue it. The lookouts are hired primarily for detection from their lookout stations and during going fires to report progress to the dispatcher. With our conditions we do not ever want the lookouts to leave their stations unless ordered to do so by district ranger or supervisor. Our fires start from many causes, but if in the case cited lightning is the only cause of fire, this might change the rule in effect, but my opinion is that in view of the possibility of fires smoldering for several days then breaking out, it would be inadvisable for lookouts to leave their stations. We have blind areas here and follow the plan to have a member of our improvement crew patrol blind areas when fire conditions become acute.

In this case, I believe the same plan should be followed and the district ranger authorized to send a special man into the blind area following lightning fires, but leave the lookout where he is.

---

J. W. HUMPHREY

MANTI

EPHRAIM, UTAH

4. In the example cited it seems to me that the organization may have been lacking in flexibility. Also, that the fire plan was faulty in not providing some sort of patrol for the blind area. In the preparation of the plan and possibility in the absence of fires in that particular area in the past it is easy to see how this could have been overlooked. However, since the ranger's attention had been called to the defect in the fire plan, some temporary arrangement at least should have been made to take care of the situation until the next revision of the fire plan came up for consideration. There was the possibility of greater damage resulting had the guard left his post to patrol the area unless arrangements could have been made to replace him. It seems to me that it would have been possible to have made some adjustments that would have taken care of the situation. Had the ranger acted upon the guard's advice and less total damage resulted he would probably have been given credit for using his head. On the other hand had losses resulted from the guard's absence from his post during that period the action of the ranger would have come in for severe criticism. As explained above, it seems to me that when a fire plan has been found to be faulty, revision can just as well be made at that time as the following winter when such revisions are usually made.

---

H. L. PLUMB

OLYMPIC

OLYMPIA, WASH.

4. If there was a blind spot and the district ranger knew a lightning storm had passed over this area and he did not send someone to look it over, then there certainly was something quite wrong. The inference is that someone with a functional leaning emphasized the fire plan too much and did not give the district ranger the authority to use his best judgment. Even the guard knew what should be done but the district ranger did not dare assume the responsibility of changing a plan made up months before which had overlooked a bet. Yes, something was wrong.

---

H. E. FRENCH

SAN ISABEL

PUEBLO, COLORADO

F. J. POCH

4. As the question is put it does not seem that the organization lacked flexibility, since the fire plan provided that the guard could leave his post upon authority from the ranger. The necessity of having a fire plan relatively rigid is, of course, essential, since it is important that the location of all men be known at all times and also that they may be available when the occasion demands. It would seem, therefore, that in this instance the ranger has failed



to properly interpret the authority given him by the plan or else he failed to recognize an existing hazard and neglected to apply the precautionary remedy which was suggested to him by the guard. No defect in organization is noted.

---

C. C. HALL

SANTIAM

ALBANY, OREGON

4. The District Ranger was correct in thus replying to the guard. Had he allowed him to go off on a patrol and a fire occurred at or near his station or if he had been needed badly the Ranger would have been blamed.

The fault may not have been with the organization. Also it may have been better policy to keep a guard tied fast especially after lightning storm. It might have been an error in judgment and again it might not. The probabilities of fire danger may have been greater elsewhere and tying the man fast may have been to cover the probable danger in some other "hot spot."

Only one familiar with the country and conditions could say whether better protection as a general thing could be had by tying the guard fast.

---

S. A. NASH BOULDEN

SANTA BARBARA

SANTA BARBARA, CALIF.

4. Par. 4, page 6 of Second Lesson on Organization. The fifth line of this paragraph would indicate that the ranger had sufficient authority. It appears that the blind area was also recognized, not knowing all circumstances it would seem that organization was lacking in flexibility. It is not known if any provision had been made in the fire plan to take care of this lightning blind zone area.

---

C. A. WEBB

J. K. DWINELLE

KOOTENAI

LIBBY, MONTANA

4. It seems the organization as planned provided sufficient flexibility since it authorized the District Ranger or Dispatcher to move the guard if they thought best. We would not consider it too centralized since either the dispatcher or ranger has this authority. It perhaps may not have been sufficiently functionalized, but is believed to be. The ranger had sufficient line authority, but was apparently *lacking staff advice*. Apparently the provisions of the plan were not clear to the Ranger.

---

WILLIAM L. BARKER .JR.

MARQUETTE

MUNISING, MICH

4. The case indicates something wrong. The Ranger needed another Guard or Patrolman. Under our present system of putting on additional emergency guards as needed, I think the Ranger would be wrong in not looking after that blind area. There is some indication of lack of flexibility and too high functionalization. I'm not ready to agree though, from the evidence as given that the Ranger would have been justified in upsetting the fire plan and pulling the guard out of his regular assignment to put him on that special

job. In doing that, he might have left a lot bigger hole somewhere else.

---

CARL B. NEAL

DESCHUTES

BEND, OREGON

4. In this case, the District Ranger was in error and nothing was wrong with the organization unless it was that it had failed to give the Ranger the proper instruction and perspective. The Ranger was wrong because, (1) he had the authority to make an exception to the general rule laid down in the Fire Plan, and to instruct the guard to patrol the area, as the guard requested. Your problem indicates that the guard "was supposed to leave his station only when ordered to do so by the District Ranger"; (2) Assuming that the Fire Plan did not give the District Ranger authority to make an exception, or even assuming that the Fire Plan specifically stated that the District Ranger was to make no exceptions to the general rule that the guard was stationary, the Ranger was in error. The District Ranger is responsible for fire control on his district. Here, the guard called his attention to something which it was clearly apparent the Rangers' superior officer was unfamiliar with and had not taken into account when the Fire Plan was prepared and the Ranger given instructions. The District Ranger's responsibility in this case did not end until he had called his superior officer's attention to this fact and requested that he be permitted to make an exception of the instructions in the Fire Plan in regard to this condition.

---

C. E. FAVRE

WYOMING

KEMMERER, WYOMING

4. To my mind, the problem suggested under No. 4 does not necessarily suggest that there is anything wrong with the organization. There may not be anything lacking in flexibility or too much centerization or too much functionalization. I believe that the ranger had sufficient authority if he wanted to use it. The area referred to might be so small or of such low fire hazard that the occasion which did arise may be so seldom that the ranger was entirely right in not allowing the guard to patrol this unit because of other more important duties for the guard to perform. In fact, there are so many suppositions here that it is difficult to point to anything as being wrong in the organization without understanding the situation on the ground. Inasmuch as the plan was worked out before hand, it is felt that the organization was pretty satisfactory because the ranger was specifically given authority in the plan to instruct the guard to leave his station if he saw fit. Apparently circumstances did not warrant the ranger changing from his set plan but it was a case of the unlooked for happening in this case. Of course, if the area was an important section of the country from a fire hazard standpoint, perhaps the ranger should have had additional assistance on that unit.



HAROLD L. BORDEN

WILLIAM B. FAY

HOLY CROSS

GLENWOOD SPRINGS, COLO.

4. The plan or that much of it given seems logical and responsibility placed where it belongs. Certainly if the Guard is under the Ranger he wants to know where he is at all times. The Ranger had sufficient line authority (unless some verbal instructions had been issued of which I have no knowledge), but failed to consider of importance the guard's suggestions. From material at hand I would say that either the ranger did not know his district from a fire standpoint as well as the guard, or was afraid to assume the responsibility of the action to be taken.

---

W. G. WEIGLE

SNOQUALMIE

SEATTLE, WASH.

4. The organization in this case was at fault in having the fire plan permit of dual authority. It provided that either the District Ranger or the Dispatcher might order the guard to leave his station and there is no indication that in case the District Ranger or Dispatcher would order the guard to leave his station that provisions would be made to notify the other of the action taken and to provide a substitute for the guard while absent. Even though the above deficiency existed in the fire plan, the "stationary" command in the fire plan was qualified so as to permit sending the guard to look over the region not covered by the lookouts, providing the District Ranger or Dispatcher wished to do so. Therefore, the fault appears to lie with the District Ranger and Dispatcher and since the supervision of the guard would appear to be a function of the Dispatcher, the chief fault would appear to settle on the Dispatcher. Conditions "indicate" that the Dispatcher was asleep on the job.

---

P. KEPLINGER

WASHINGTON, D. C.

Because of the difficulty in getting tracings for reproduction I have included only four of the charts submitted. These four were chosen not as representing either the best charts or the best organization, but rather because of their range in size and the ease of reproduction. Not a good basis for choice I'll admit. However, do not infer that I have suggested that these are not good charts or do not represent good organizations. As to the latter, I am careful not to express an opinion since you are in a much better position to judge that than I.

No functional charts are included altho some most excellent ones were submitted. As might be expected, the Supervisors with the best transportation systems find least fault with the functional idea. It is also quite noticeable that the work in the Supervisor's office is becoming highly functionalized on many Forests; much more so on some than on others.

The staff function of assistant supervisors is not much mentioned altho I am sure from discussions in lesson one and other sources, the idea is pretty

highly developed on many Forests. He is, however, on all Forests a line officer and that function predominates.

The technique of making a chart express the relationships within an organization bothered us a good deal. For example, several charts showed no direct contact between Supervisor and Ranger. In so far as my experience goes all Supervisors deal direct with the Ranger force on at least some subjects.

Another thing which is probably an error, some charts show no division of work between the Supervisor and his Assistant. Organization is the division of effort; if there is no division then is there organization?

While discussing technicalities, how can you delegate authority for special functions to two or three assistants and then say that the Ranger is responsible to you for his district. Is he not responsible to some extent to the improvement deputy, the range expert and the fire chief? If he is not, what are they, the experts, responsible for? By what sort of organization magic can you make your assistant responsible to you for range administration and the ranger also responsible to you for the same thing? I do not believe it can be done.

As a further question, I am wondering just what is the organization status of the Chief Dispatcher. On no chart do I find that he has authority over firemen. Whom does he "dispatch", or what? The charts show his authority passing direct to the ranger. If that is right, I'm wondering just what his function is.

In conclusion I want to say that charts show that on many Forests organization has been given a great deal of study and that the duties and responsibilities of the personnel are pretty definitely defined. Some charts showed considerable detail, some two or three even attempting to differentiate between line and staff responsibilities. The two are not necessarily the same.





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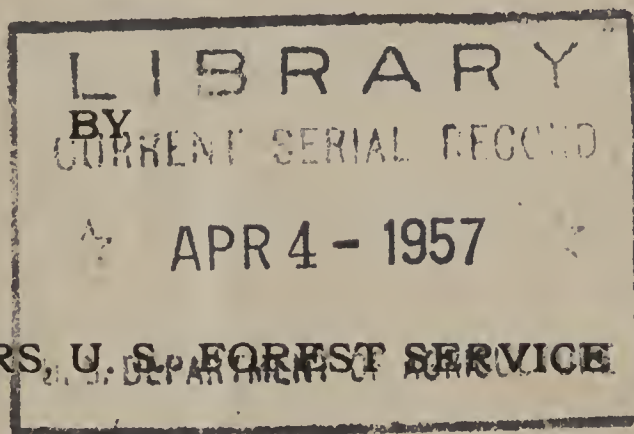


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# ORGANIZATION

A STUDY OF

PRINCIPLES AND TRENDS



FOREST OFFICERS, U. S. FOREST SERVICE

## THIRD LESSON

January 22, 1931



Discussions of this lesson should reach  
Washington not later than February 13, 1931





## PRINCIPLES

The lesson this time is in reality the so-called "supplemental reading". This collection of material gives statements of "principles" applying to organization taken from some four or five writers. These writers are in part business men and in part college professors. The principles as stated differ considerably, but more in method of statement than in actual meaning. One reason for this is that each was writing for a different purpose. Another is that organization being a new science (if it is a science at all) principles are not so well formulated as they will be later. Principles are based on an analysis of the experiences of the past. First statements of principles are necessarily crude, but become more clear-cut as the study proceeds. However, do not get the idea that all study is recent; it has been going on to some extent from the beginning; it has merely become intensified recently. Some of these principles were first formulated thousands of years ago.

Another thing you will notice is that we discussed some of these principles two years ago in our study of executive management. Organization is a phase of management, so these are management principles applying more or less directly to organization. Only Sheldon sticks strictly to organization. While some of them, such as the "Principle of Accountability" by Jones, have apparently more to do with management than organization, yet the organization must provide the machinery for seeing to it that it is done. However, it seems to me that "accountability" has more to do with execution than with organization.

In studying these principles I find it difficult to think of them merely as abstract statements but find myself continually applying them to the organization with which I am most familiar. The more I think of them and their application from this viewpoint the more their meaning unfolds and the more I begin to realize what they may mean in terms of organization. Since possibly the same may apply to some of you, let us consider to what extent these principles are observed in the Service organization. If we find that in our opinion some of them are not observed, saying so is not necessarily a criticism. We have already found that every organization is a compromise. The lack of observance may be a necessary compromise. Again the lack of observance may be only apparent. There are two or three which on first reading I classed as not observed, which I am now convinced are observed to a rather high degree. Take for example the "Principle of Preparation" as stated by Jones; it is so easy to think of failures that my first reaction was that we are woefully weak, but on the other hand just think of all the things we have done and those which are now being done. For example, consider "hour control", both the establishment of a basis for setting a standard and the method for determining what is necessary to attain the standard. And is not the purpose in each case just a basis on which to build a technically correct organization? Then take the job analysis that has recently been given emphasis. Is not one

of the objectives in job analysis to equalize the load between men and is that not directly an organization problem? Consider also the definitions of the terms "acceptable", "marginal", and "critical". These are based on studies and are used in determining the needed organization, are they not? And so on with many other things. While we are far from being a hundred per cent perfect, I wonder if we do not rank pretty high as organizations go.

Considering further the principles as stated by Jones: In checking these over I have classed nine of them as being fairly well observed by the Service and five of them as not so well. Take number 9 for example: It seems to be almost completely ignored. I'm not sure that it has ever been given any consideration since the original organization plan was made. Yet it must be fairly important. As stated by Jones, the number of persons reporting directly to the Boss should be "the minimum number commensurate with economical operation". Jones interprets this to mean not more than five. McKinsey expresses the same idea in his principle number three. Mr. F. L. Sweetser, ex-president of the American Management Association, said recently that "experience indicates about five". Other writers pretty generally indorse the same idea. Yet in the Service, our Chief now has some eighteen or twenty and the number is growing. I think any organization expert would say that he is attempting to carry too heavy a load. Our defense is that owing to the peculiarities of our job this is "the minimum number consistent with economic operation". But I wonder if this idea could really be demonstrated.

Number twelve I have listed as one of our failures. There are so many examples of this that I scarcely know which to use. Among others, what about the creation of the Public Relations branch in our organization? How long did it take the men in the field (and I was one of them) to find out what it was all about? Too many of us started off with an entirely wrong idea, and for my part, I do not believe that it was entirely my fault. I could just as well have taken my illustration from any other Branch.

Now I do not intend to discuss all these principles, but let us look for a minute at number ten—the "Principle of Coordination". In any large organizations the coordination of Branches is a big, some say the biggest, administrative problem. The greater the degree to which the work is functionalized, the greater becomes the problem. You Supervisors realize better than the rest of us what a lack of it means. How many times have you been instructed to do two things at the same time because the instructions from branch chiefs were not coordinated. Also possibly you have heard one Branch chief complain that his work was being crowded out by too much pressure on less important work by another Branch. Yet in spite of these and many other well known failures, I have listed this as one of the nine which we observe rather well. Analyze the things tending toward coordination which have been done during the last ten years and see if you do not agree with me.



Now let us consider Mr. Rorty's ten commandments. In going over these I have checked four as minus and six plus, that is, four as not being very well observed by us. Probably you would not agree on the total, but I'm sure you will agree that the first is not observed to the extent it should be. This says that, "Definite and clean-cut responsibilities should be assigned to each executive". This principle seems to express one of the most important things in organization. It is emphasized by every author consulted. It is important but difficult. Responsibilities tend to overlap. Sometimes they are intangible. An organization grows, takes on new duties and with them new responsibilities. At first these may be vague, hard to locate or define. You know that something has developed but you just cannot quite "put your finger on it". Another example; the Manual, page 6-A<sub>2</sub>, says "The Supervisor must be able to recognize\*\*\*causes and tendencies in local public opinion". This would be definite enough if there was any definite way of measuring his ability to do these things.

But aside from these intangible phases of our work, what have we done to make the routine or more concrete things definite? The page just referred to in the manual is necessarily general in nature, covering all responsibilities in a broad way. But each additional section of the manual makes these things more definite. The trespass section defines the Supervisor's duties and responsibilities with regard to trespass; the range management section gives in considerable detail many duties and responsibilities with reference to the range and the disposal of its crop. So also with other Branches. Beyond this, each Region has "handbooks" or circular letters going still further into details. And still beyond this there is "precedent"; the Regional Forester and his Assistant have decided cases indicating their interpretation of written statements. In addition to all these things of general application each executive has a work plan subject to the approval of some higher executive, so how could the job be made more definite? And why do I say we have not gone far enough?

There are a good many reasons, some of them merely "indicators". For example, I asked some men to send me cases that might be used in this course. Of the cases sent a large per cent involved one executive infringing on the responsibilities of another, seemingly without intent. Last summer I was on a Forest where there were many indications that the Supervisor had a materially different conception of his job from that held by his predecessor. The Forest remained unchanged, but changing men changed the job. Does that indicate a definite set-up? Just recently I was told of a very hard working, conscientious Supervisor who after six years' experience still had an entirely wrong idea as to what his job was and was spending altogether too much time on ranger work. An official of broad experience in the Service said "the trouble with Supervisors is that they don't grasp the real significance of their jobs", or some such remark. I do not remember his exact words. If there were a definite set-up the natural way to rate an official would be to check

accomplishment against the set-up, yet I know of no supervisors rating scheme that even attempts such a thing. They all deal with generalities or impressions and opinions.

Nothing of this is intended or should be interpreted as a criticism of Supervisors. If these things indicate a fault it is a fault of organization, not of individual men.

Now look at number six. In thinking over my experience and observations, it seems to me that we are as an organization and as individuals remarkably careful about observing this rule. This applies also to seven but not to five. Some individuals are careful about five, but the organization as an organization has not, it seems to me, provided for proper safe-guarding and insuring its observance. Its violation is all too frequent. Usually it is done for some temporary gain—to save time or give better service. And sometimes there is seemingly no undesirable after effects to counteract the gain, but it is a dangerous practice.

As to the fourth commandment it cannot be observed as stated under our Branch form of organization, but if stated as given in the quotation by Rorty from some unknown author, “an employee must receive instructions about a *particular operation* from one man only” we could do much better, but I’m afraid that even then we do not measure up.

Number ten is one that certainly should be observed, and in general I believe it is, but you are in a better position to know than I am. It seems to me that most men so placed are “given the assistance and facilities necessary” but that many of them do not maintain to a sufficient degree the desired “independent check” on quality. Am I right?

#### SUGGESTIONS FOR DISCUSSION

1. Discuss your own Forest organization with relation to the principles as stated by Jones. We do not ask for your failures, if any. Just try to show us how and wherein you have tried to make your organization conform to principles of good organization. As you know, there is no standard Forest organization except for the ranger districts. Each Supervisor has very broad authority and as a result no two Forests are organized exactly alike. Will you tell us what you have and why?

2. Discuss any one or all of the following cases with reference to the principles as stated by Jones. Do they *indicate* observance or a lack of observance and of what principles? I use the word “indicate” since the data are too limited for definite conclusions. The cases are stated just as they were given to me by field men. They involve more than one Region. Names were not given, so you have all the information I have except the Region and that would make no difference.

- (a) A party of staff men spent two years on a Forest collecting data for a management plan. They worked largely under instruction and direction from a Branch in the Regional Office. After finishing their



work on the Forest they returned to the Regional Office and completed their plan. It was approved by an Assistant Regional Forester, a space left for the signature of the Supervisor, and sent to him with instructions to put it into effect. This was done although the Supervisor did not think it represented the highest type of management for the area involved.

(b) A ranger, a deputy, a Regional law officer, and a Chief of Range Management were trying to settle with two grazing trespassers an hour before the case was to come up in court. One of the trespassers said: "We will talk to you if the ranger and the deputy leave the room". On the way out the ranger said to the deputy: "The reason they want us out is because we know too much about the case". The case was settled out of court.

(c) An inspector and an Assistant Regional Forester were on a fire of considerable size. They saw work that was obviously and urgently needed yet was being overlooked by the crew boss. The Assistant Regional Forester refused to instruct the crew boss to do it because the Ranger was in charge and he wanted first to tell the Ranger so he in turn could tell the crew boss. By that time it was too late and the fire was out of control longer than it should have been.

(d) At midnight on the night of August lightning began to strike on the Blank Forest. All hands turned out and went to work. By 5 a. m. the next morning, lookout men had reported 26 fires to all of which men had been dispatched. Two or three men were sent to each fire. At least five of these two or three men crews got their fires and were back by 5 a. m. and were sent to other fires.

By this time 40 men in addition to those sent out, had assembled at Blank, awaiting reports on additional fires. These forty men and others were sent to fires during the day. The total crop of fires from the storm was 55.

Several lookout men turned in reports of fires in all directions around them. The lines of sight from lookout points intersect at the exact point where the fire is. When so many fires are reported an intricate layout of azimuth reading results and great skill is necessary to determine which intersections represent fires and which do not. Sometimes the dispatcher could not be certain and in that event men were sent to an intersection of lines of sight to make sure. Six or eight crews were sent to such intersections of lines which did not prove to be fires.

Only 400 acres burned over as a result of this crop of 55 lightning fires.

3. Discuss in general the application of principles of organization by the Service. Or if you prefer, discuss my interpretation of this application as given in the lesson. I know you do not entirely agree with me and perhaps you might like to say so and say why.

## SUPPLEMENTAL READING

### LESSON 3

*("Some Principles of Management Applying to Organization,"  
by Thomas R. Jones, American Management Association.)*

All of the forms of organization have now been discussed. Which is the proper form for an industrial organization? The answer is, "What are the particular conditions within the company under consideration?" There is no one form of organization which will fit all cases. There is no one form of organization which will fit all manufacturing companies. There is not even one form of organization which will exactly fit two companies manufacturing the identical product under identical conditions. What are we then to do when we have an organization problem of our own? As an aid in answering this question I have attempted to set up a group of principles which, if intelligently followed I believe will serve to guide along the way. While the working of these principles may be original, the principles themselves have been collected from many sources.

#### (1) Principle of Objectives

For any business activity there must be a definite and clear knowledge of the objective toward which that activity moves, the successive steps necessary to reach that objective, and a time schedule in which the various steps are assigned definite times for accomplishment.

This principle means, in terms of organization, that the objectives of the business must be definitely and clearly known so that its organization may be exactly fitted to its requirements and may function with a maximum of efficiency toward the accomplishment of these objectives.

#### (2) Principles of Preparation

1. There should be made no business move of whatsoever nature without thorough and timely preparation, such preparation to be as exhaustive as permitted by the importance of the move.

2. For every business phenomenon there is a group of limited and intersecting causes.

3. To produce any desired effect, to bring about the fulfillment of any desired condition, or to obtain any desired objective, it is necessary to determine in terms of definite units, or standards, all of the elements entering into such effect, condition or objective; the factors affecting them; the relative values of those factors; their actions and interactions; and the means for their control.

#### (3) Principle of Simplicity

Elements or activities extraneous or inconsequential in their results must be permanently eliminated from any business problem and all remaining elements or activities reduced to their simplest terms.



The principles of Preparation and of Simplicity translated into the terms of organization, mean that for every organizational problem there must be a thorough analysis to determine the elements of the problem; a selection of these elements to the end of the elimination of the extraneous or inconsequential; a coordination of these elements for the purpose of clearness in investigation; a thorough research into these elements and their interaction; a grouping of the results of the research and the passing of human judgment to the end of obtaining a solution for the problem.

#### (4) Principle of Classification of Activities

For any group of personnel or mechanisms concentrated for the attainment of a common objective there should be a logical and simple specification and grouping of activities; a definite and defined relationship between each activity and the others, and each activity and the group of persons performing it; and an assignment to personnel so that each person will be most efficiently occupied during working hours.

I think I can best explain this principle by putting together several paragraphs taken from the book, "The Philosophy of Management," by Oliver Sheldon:

"For the proper execution of work involving more than one individual the work shall be divided among the individuals according to a scientific division of the whole task, such division being made by segregating those parts of the whole which require the exercise of one faculty. Each function so formed will form a group of intimately associated activities, each function is clearly distinguishable from other functions, and each is suitable for single control. Functions are limited by the capacity of human beings, either individually or collectively, to discharge them. All of the officers of a function are not necessarily executive. Some will be advisory, some investigational, possibly one officer will combine several faculties."

#### (5) Principle of Specialization

The functions of, or operations performed by, any business or group within a business should be so separated, segregated and grouped that attainment of efficiency from repetitive experience may result and that full advantage may be obtained from special human aptitudes, abilities, and educational specializations, and from the intensive application of human effort to a single problem.

We all know the role the specialist is playing in business. Without him, we would be lost, and this principle merely enunciates the fact that if a logically related group of activities be assigned to one person with special aptitudes in the direction of those activities, best results will be obtained. This may seem to conflict with my statement elsewhere in this paper that the operating executive must be a generalist and not a specialist. There is no conflict. The operating executive cannot be a specialist in everything nor does he have to

have special knowledge of a type which will permit him to conduct an investigation into the uttermost depths of any one managerial problem, but he does have to have an efficient general knowledge of the specializations which affect him so that he may take the results of the specialist's investigations and adapt them to the operations for which he is responsible.

#### (6) Principle of Delegation of Responsibility

Any person or executive assigned to the carrying out of any function or operation or group of functions or operations must have sole and complete responsibility for the carrying out of the duties assigned.

This sounds simple, but its simplicity may be the reason for it being so often overlooked. It is easy to say to a man, "You are responsible for this," but by the time you have assigned responsibilities to several men, unless you are extremely careful, you will have overlapping of responsibilities in some cases, and incomplete responsibilities in others. Please do not forget the words *sole* and *complete* responsibility.

#### (7) Principle of Delegation of Authority

To any person charged with the responsibility for the discharge of any duties must be delegated all the authority necessary to the fulfillment of that responsibility.

Violation of this principle is the reason for many of the wastes, inefficiencies, and broken spirits in industry today. There is nothing so enervating, so crushing to initiative, so fatal to morale, as to be assigned the responsibility for the carrying out of a given set of duties and then to be limited in the authority necessary to their accomplishment.

#### (8) Principle of Accountability

Each person shall be strictly and solely accountable in terms of result to his superior for all duties assigned to him.

These three principles: The principle of delegation of responsibility, delegation of authority, and accountability, are the very foundation of efficient management.

#### (9) The Principle of Executive Efficiency

The functions remaining to the personal care of any major executive should be so ordered and limited that only those matters which are exceptions to the routine under his control shall come to him for action and that the number of persons reporting to him shall be the minimum number commensurate with economical operation.

A major executive should not be hampered by routine duties. It has been stated that a major executive should not have reporting to him more than five people. I believe that it is a matter of specific cases.

#### (10) Principle of Coordination

Definite mechanisms and routines must be provided to the end of



causing all groups within an organization to function harmoniously toward the attainment of the common objective.

This principle of coordination is a matter, largely, of administration, and the chief burden lies on the shoulders of the major executive. However, the duty of coordination is not limited to the chief executive, but extends to the lowest and last executive in charge of a group of men.

#### (11) Principle of Adjustment to Human Material

Any organizational arrangement or assignment of duties must be adjusted to the knowledge, ability, and personality of the human material available for the operation of that organization.

Here, indeed, is chance for great argument. As an example: "The organization which is modeled to suit the capacities and peculiarities of particular individuals may succeed for a time. It is, however, like a seed which fell on thorny ground. It can only flourish while the temporary conditions for which it was designed continue to exist. With every change in personnel the organization must be changed, and the results can only be confusion leading to unsatisfactory work. However specious may be the appearance of an organization designed to suit individuals at any particular time, its foundation cannot be but shifting sand. Departures from sound principle can never be completely justified. It can only be regarded as expedient when the way back to that principle is as clearly marked out and planned as the departure itself." ("Factory Organization"—Northcott)

In this argument it is implied that there is an ideal type of organization for any given industry, and that this industry must adopt and maintain this organization today and that this organization will be so scientifically and wisely laid out that it will last for the term of the existence of the industry. Human beings die, shift from one industry to another, and are promoted. Therefore the human element must be disregarded and the organization held to the ideal. Will this argument hold water? Is organization essentially the arrangement of human faculties to fit the work to be done, or is it the logical arrangement of the work so that it may fit the human faculties and capabilities and thereby be brought into the realm of possible performance? In relation to the total of any given organization, what percentage of key men composing it die, are transferred, or get promoted within any one year? Is this going to happen at such a rate of speed that the organization is not going to be able to adjust itself to the changes? Isn't it logical to suppose that, if the turnover in personnel of an organization is so rapid, the chaos resulting from such a turnover is in itself going to cause far greater confusion than that which could ever be produced by any adjustments to organization? Furthermore, what business is there which can so foresee its product, its market, and its growth for even ten years in the future that it can determine an organization which will not of necessity be subject to change as the business changes.

Further, let us imagine a business, the organization of which is an ideal one. Every function and duty is logically set forth and limited according to the ideal. How is the industry going to get the personnel to fill these ideals? Is the country to be scoured for executives who have exactly the right qualifications that will fit them exactly for each of these ideals and niches? Is the executive who has been with the industry for some time: who is intimately acquainted with the products and its processing, for example, to be turned out simply because he does not fit this ideal organization? In the event of the impossibility of obtaining a man of ideal qualifications, will the managers of the business go out and obtain a man of greater qualifications than those required and so limit his duties that he may perform the ideal duties set forth in the organization? None of these things will come to pass if the management has the brains it should have to qualify as management.

An organization is primarily an arrangement of human beings and human beings cannot be fitted to ideal niches in an organization. A hard and fast organization not subject to change as conditions warrant and demand is an abomination. Yet, half the books on organization that you pick up maintain that the organization must conform to the ideal. The ideal should certainly be in mind. It should be formulated and be drawn up, but it should then be carefully put away to be used for reference when a change is made—for reference and not for absolute guidance.

My argument does not allow the slightest excuse for him who would depart from the ideal without reason. The functions of treasurer, for example, split up between three men, any one of whom is capable of performing the entire group of functions, is indefensible. Two or three men charged with the duties of sales manager, when one of the two or three was the logical man to fill the position, is nothing short of foolish and is conducive to endless costly friction. Examples of this kind bear no resemblance to the attempt to adjust an organization to personnel involved.

#### (12) Principle of Publicity

All plans, tasks, and programs must be so applied to each person concerned that with their attainment he will have a definite and full knowledge of the purpose of his portion of the task or program, and the relationship of that portion to the whole, and the limits within which his authority and responsibility extend.

It is insufficient to have a plan of organization no matter how good that plan may be. Every person, in any way affected by the plan or assigned to responsibilities under that plan, must know exactly what his duties and responsibilities are, and what the relation of those duties and responsibilities are to every other division of the organization. I have seen considerable friction develop from merely handing out an organization without explanation. I remember particularly two divisions of an organization, which, from their organization chart, assumed that they had jurisdiction over identical func-



tions. For over a year a silent but bitter war for control was carried on, all without getting to the ears of management. This could have been avoided by an earnest attempt at education.

### (13) Principle of Adaptability

An organization must be so built up that at all times it is prepared to adjust itself to changing external conditions and to growth and improvement with the business.

Necessities for adaptability is often overlooked with the result that an entire organizational scheme may be thrown out as useless and the whole idea of definite organization discarded as being too inflexible when the true cause lay in the lack of adaptability and in the original organization.

### (14) Principle of Self-Perpetuation

The business must be so organized and the personnel so trained that the business may be promptly and smoothly adjusted to any shifting in its personnel.

This resolves itself into the division of the organizations for understudies to all principal positions. It is probably advisable that promotion charts be developed coordinately and in keeping with the organization. A business so organized may have no fear of normal turnover in its executive force.

### *Some Observations on Common Violations of Principles*

It has been my observation that some very keen and intelligent executives, with all of the good intentions in the world, fail to delegate authority and responsibility for the simple reason that they do not know how. I know of a certain executive who has drawn up a very nice looking organization chart, boasts of the group of executives he has, prides himself on the opportunities he is giving these executives, but actually has all of his subordinates so tightly tied to his apron strings that it is impossible for one to move without the Chief's decision. If the chief executive were suddenly to die, there isn't one man in the organization who has been sufficiently in touch with the policies of the company that he would be able to carry on. Nor is there more than one or two department heads in the entire business who has been given sufficient freedom in his decisions that he would be able to carry the work of his department without someone to lean upon.

Not long ago my attention was called to a case in which a man had been given certain duties by his superior. It so happened that these same duties had formerly been under control of another man. Due to the lack of fundamental policy in the organization the man who had formerly been in charge of the duties was not notified of any change nor was any of the personnel directly affected or any of the other executives coming in contact with this work notified. The result was that one day an order was issued by the new executive who was well within his supposed rights. The old executive, finding

that the order had been issued, promptly countermanded the order without notifying the man making it or in any way looking behind the order to find its reason. The immediate result was the loss of money to the company. The indirect but more far reaching result was the loss of morale on the part of the new executive and antagonism which has sprung up between two men who might have worked harmoniously together.

A business man once said to me, "I let my organization shape itself. I let each executive take what authority he can. The strong man will win." He was right on the last remark. The strong man will win. But that type of strong man is usually not the capable business executive nor is he necessarily the man who will weld the organization into a unified whole. He is usually of the type that looks first to himself and is, of necessity, a politician. In order to preserve his position he must spend a portion of his time in keeping his political fences mended and in taking lethal whacks at the upsprouting heads of prospective other strong men.

I once did some consulting work for one of our national advertisers. In the production organization were two of these so-called strong men who were then in the process of a fight for supremacy. The process had been going on for three years and was terminated a year later by an event which had nothing to do with the natural selection of the fittest. When I was in the plant, the efforts of each of these two strong men (each of whom had about half of the organization behind him), to get me into his political fold would have been very enlightening to the big boss if he could have been in my shoes. The morale of the working force was the worst I have ever seen. Production was haphazard and costs were high. The factor which permitted the firm to exist was an absolute patent monopoly.

Some executives contend that, without any assistance from the major executives, all of the personnel in the organization will automatically turn to the outstanding man as a leader. Figure that one out for yourselves. Note the type of man elected into political leadership by this self-same personnel together with other similar personnels. Stop to think whether the average man is more attracted by the good fellow from among his fellow workmen, or by the hard-working, careful-thinking man who has executive material in him. Such a contention is presuming too much of human nature and the pursuit of a policy based on such a premise leads to factions, bitterness and internal politics.

We have all seen the organization in which one of the key executives is a man who has long been in the business but has allowed himself to pass the point of flexibility and receptiveness to new ideas. Because of his long association with the company the major executives do not like to limit his power or do anything to offend him. The result is that he hangs as a millstone about the necks of the ambitious and progressive element of the organization. I have often wished that the cost of such a situation could be measured. The



weakening of the morale; the limitations placed on the effectiveness of the most efficient; the opportunistic compromises substituted for clear-cut decision; all are intangibles, and the effect on the income statement cannot be measured, however real and large that effect may be.

Mr. Thomas A. Edison is credited with the aphorism: "There are no pains too great for mankind to take to avoid the trouble of thinking." There is some possibility that this explains some of the current notions in business organization. \* \* \* \*

(From "*The Organization of the Managing Group*",  
by M. C. Rorty.)

#### LARGE SCALE BUSINESS AND THE MANAGING GROUP

With this much said as to the masses of workers, we come now to what is perhaps the most important problem of all, the relations of large scale business to the managing group—that is to say, to that selected small fraction of the entire population to which business and industry must look in the present and future for leadership and progress.

This problem is radically distinct from that affecting the great body of corporation employees. If an organization is good at the top, it is quite certain to be good throughout all its ranks; but an organization may violate all the rules of good management at the top and still show a skilled and considerate handling of the lower ranges of its personnel.

The reason for this variability between the top and the bottom of business organizations is obvious from a little study. The personnel manager, as a staff worker in a large organization, cannot begin to make his influence felt in the two or three upper tiers of management. He can often exert a compelling influence on the conduct of foremen, and of superintendents and unit managers; he can systematize plans and procedures for employment, for the fixing of wage scales, and for the judicial hearing and adjusting of grievances in the lower ranges of the organization. But he cannot greatly influence the vice presidents, even if he himself ranks as one; and still less can he indicate to the president or chairman the effect that violations of sound managerial principles in these upper ranges of the organization may have in ruining morale and in threatening the very integrity of the enterprise.

As a result of this special disability of the personnel officer, the human problems in any large scale organization are sharply divided. The handling of personnel in the lower ranks is tending more and more to be determined by an enlightened self-interest and to be based increasingly upon scientific study and tested experience. But in the upper ranges science ceases to prevail and the organization tends to become highly personal and political in type.

To a large extent this change in the character of management from the lower to the upper levels cannot be prevented. In corporations having the widespread ownership of stock, with no dominating shareholders, it is inevi-

table that the management shall select the directors, rather than the reverse. The directors so selected are chosen for a variety of reasons—some represent banking groups, others have close affiliations with corporations or other outside interests with which it is desired to maintain friendly contacts, still others represent window dressing for public purposes, and, finally, there is always a substantial representation of personal friends of the chief executive officer or officers.

Under those circumstances the directors have a tendency to confine their activities to those financial problems for which they cannot escape responsibility, and otherwise have a natural and instinctive hesitation to question or interfere with details of management.

The condition just indicated is typical of, perhaps, nine out of ten large scale businesses. The directors will set up their own initiative on financial matters or on problems of business expansion, but otherwise they concern themselves with the details of management only when, and to the extent, that they are consulted by the chief executive. Furthermore, while the board will necessarily act in case a change of chief executives is required, its choice of a new executive must, almost of necessity, be made primarily from the standpoint of the financial and operating efficiency of the new choice, rather than the standpoint of his known repute as a trained and human-minded executive.

To seek to change this situation is perhaps to hunt for perfection in a world that is necessarily imperfect. Yet the fact remains that we are faced by a serious problem in the need for the extension into the upper ranges of corporation organization of those principles and practices of good management which are beginning to be a commonplace in the lower ranges. University authorities are today warning their graduates not to seek employment with certain important corporations that are in bad repute with respect to the handling of the upper ranges of their personnel. Investment experts are turning against the securities of corporations that show a lack of morale in their managing groups. Personnel managers in private conferences tell lurid tales of demoralization, of aggregations of "yes" men, and of political tricks and byplay in the upper realms of their organizations. Periodically one important corporation after another is wrecked or gets into serious difficulties by reason of the disruption of the upper ranks of its working staff.

On the other hand, the problem is not a simple one, from the standpoint of the chief executive. To quote William L. Batt, President of the S. K. F. Industries, in a paper presented at the International Management Conference at Paris in June, 1929.

"It is usually forgotten that the head of a business is in a particularly difficult personal position. He is the only one in the organization whose detailed acts are not readily subject to frank criticism, from which he may benefit. The Board of Directors will judge him generally by the results of the company's activities, and usually from a financial viewpoint only. In



the very nature of things, it is highly improbable that he will have the benefit of any considerable frank or unbiased discussion of his business habits. Fortunate is that executive whose associates are so closely bound to him by ties of mutual respect and affection that he can know what they are actually thinking. In my opinion this is the ideal of management. I believe it is the more readily appreciable in the moderate sized organization, than in those of larger size."

A somewhat similar point of view was expressed in an address delivered before the First Ohio Management Conference by W. T. Holliday, President of the Standard Oil Company of Ohio, who says,

"My conclusion as a lawyer, living in the midst of strife, is that the fundamental cause of most of the unhappy disputes and discords of life is not malevolence but stupidity, largely the stupidity of failing to appreciate the effects of one's own conduct upon others. This lack of psychological insight is the fundamental friction which reduces efficiency of management, and it is because of this fact that the solution of the general problem of management lies along the road of scientific study of man."

Of the preceding quotations, the latter is perhaps the more significant. The first problem is clearly one of education—of establishing, publishing, and reiterating the elemental principles of good management until they are so generally accepted that even the most self-willed type of executive will feel constrained in good part to observe them.

#### *The Ten Commandments of Good Organization.*

The more important of these principles may be set forth, if we wish, in very definite form as the following ten rules, or "commandments", of good organization.

1. Definite and clean-cut responsibilities should be assigned to each executive.
2. Responsibility should always be coupled with corresponding authority.
3. No change should be made in the scope of responsibilities of a position without a definite understanding to that effect on the part of all persons concerned.
4. No officer or employee, occupying a single position in the organization, should be subject to definite orders from more than one source.
5. Orders should never be given to subordinates over the head of a responsible officer. Rather than do this the officer in question should be supplanted.
6. Criticisms of subordinates should, whenever possible, be made privately, and in no case should a subordinate be criticized in the presence of officers or employees of equal or lower rank.
7. No dispute or difference between officers or employees as to authority or responsibilities should be considered too trivial for prompt and careful

adjudication.

8. Promotions, wage changes, and disciplinary action should always be approved by the officer immediately superior to the one directly responsible.

9. No officer or employee should ever be required, or expected, to be at the same time an assistant to, and critic of, another.

10. Any officer whose work is subject to regular inspection should, whenever practicable, be given the assistance and facilities necessary to enable him to maintain an independent check of the quality of his work.

To the preceding might be added a further rule prohibiting nepotism, as well as a rule that was given to me not long ago by a very skilled and experienced executive, who said that in handling the upper ranges of his organization he had found it most important that officers, who had attained a position which justified their being considered to be part of the permanent staff, should retain the personal dignities of their rank, according to seniority and service, regardless of any reassignments of duties that might become necessary.

All these rules require little explanation or justification to trained executives. Each rests upon a foundation of human experience which began hundreds of years before large corporations were known. Nevertheless, it may be worth while to amplify the underlying reasons for certain particular rules.

The need for a clean-cut and definite allocation of responsibilities lies as much in the importance of making sure that there is some one man in the organization who knows beforehand that he is responsible for each particular situation that may arise, as it does in the necessity for avoiding conflicts between two or more officers, each of whom may feel that the particular situation comes under his jurisdiction. Any indefiniteness in the assignment of responsibilities penalizes the conscientious employee in favor of the unscrupulous grasper for power.

The rule regarding the coupling of responsibility with corresponding authority is necessary not only to assure that prompt action can be taken by junior officers, within the limits of their responsibilities, but also to make certain that situations, that should be referred to senior officers, are so referred.

Theories of functional organization have been set up in violation of the principle that all orders involving action should move to any given man through a single channel; but the consensus of opinion among the great majority of skilled executives is that functional instruction and contacts with staff departments can be adequately handled by setting up appropriate lines of technical relation and information, without, in any case, establishing a duplication or division of authority.

Rule five, which states that orders should never be given to subordinates over the head of a responsible officer is probably the one most frequently violated, and the neglect of which is most destructive of organization morale.



It is the instinctive feeling of the untrained executive—of the man who has been accustomed to get action in any manner possible—that the consistent observance of this rule is wasteful of time and effort, and tends to build up a military and bureaucratic rigidity within the organization. But this fear is never felt by the thoroughly skilled executive, who takes pride in being able to secure prompt and effective action along organizational lines, and who realize that the inevitable result of giving orders over the heads of his subordinates is to create in such subordinates a feeling that they must, in self-protection, keep their own assistants relatively untrained and uninformed, and, in fact, must avoid engaging or retaining assistants of high enough caliber to endanger their own positions.

The importance of the preceding rule has been especially well pointed out by one writer, who says:

“An employee must receive instructions about a particular operation from one man only. This is the rule of unity of command, a rule \* \* whose influence on business success is, in my opinion, at least as great as that of any other principle; if this rule is broken, authority is weakened, discipline is endangered, order becomes confusion, and stability is threatened. It seems to me such a fundamental rule that I have classed it as a principle. As soon as two people begin to exercise authority over the same man or the same department, there is a feeling of uneasiness, and, unless the cause of this is removed, the trouble gets worse; illness, in fact, appears as it does in an animal organism which is being irritated by a foreign body, and unless health is restored by the removal of one of the two men in authority, the organization will continue to decay. \* \* \* And yet, we often do find dual command; it makes ravages in big and small concerns, and it is a particularly insidious evil, because it makes its way \* \* \* on the most plausible pretexts.”

Continuing, now, with the balance of the rules—the principle which states that any criticism of a subordinate should be made in private needs no special discussion. Loyalty to leadership can exist only when the leader is most careful to safeguard the pride of his subordinates. In case of doubt, therefore, even an implied criticism should be made privately, rather than publicly. A true leader may labor to reduce the excessive touchiness of the supersensitive man, but he will realize that this can only be done by careful handling. He will, furthermore, realize that the conscientious and earnest worker is always apt to be sensitive, whereas the tricky and unscrupulous individual is very apt to be thick skinned.

The importance of careful adjudication of all disputes and differences between departments and employees, no matter how trivial, does not need to be urged upon the trained executive. Each such difficulty that is carefully investigated and adjusted will prevent a dozen others from arising. Furthermore, it is only when such differences and disputes arise that the executive gets a real opportunity to see the inwardness rather than the surface of his or-



ganization. The administrator, who is impatient of such differences, or who fails to recognize that they give him his best opportunity for constructive work in the building of his organization, favors the unscrupulous and grasping subordinate and penalizes the conscientious worker. Such an executive is like the man who curses a squeaky bearing in his automobile, in place of oiling it.

The rule which provides that promotion, wage changes, and disciplinary action shall always be approved by an officer one step up the line from the one directly responsible, is a fundamental one, but represents the minimum rather than the maximum requirement to assure judicial action. Still further safeguards may often be desirable, although care must be taken in the reverse direction not to build up such safeguards to the point of unduly weakening the authority of subordinate officers or of destroying their initiative in the handling of personnel.

The ninth rule, which states that no officer or employee should ever be required or expected to be at the same time an assistant to and critic of another, applies particularly to inspection and accounting work. An inspector or accountant assigned as a staff assistant to a local or unit manager should not be expected to check up, or report upon, the work of such superior officer in any way other than through the preparation of regularly required routine reports. Special audits and inspections should always be made by separate representatives detailed for this purpose from the general offices.

The final rule has its origin in the fundamentals of human nature. No man likes to have an outside inspector find him continually at fault. Each important operation or practice should nevertheless be subject to recurring inspections at whatever intervals are required to maintain standards. These inspections should, however, be controlled and directed by the lowest officer in the organization who is capable of supervising the work, and the work of the general inspection organization should be directed primarily to checking up the local inspections and to the making of only a few direct inspections as a final safeguard.

Needless to say, the preceding do not represent all the rules of good management. I have attempted merely to indicate certain principles that are so generally accepted by skilled administrators that they may properly form an initial basis for education and publicity in the effort to raise standards of executive performance.

### *The Principles of Supervision.*

The problems of management, like the problems of life as a whole, are, however, too complicated to be solved *in toto* by the observance of any particular ten commandments.

I have said that I should not consider here the technical details of organization. Nevertheless there are certain elements of organization structure



that are so closely related to organization spirit that it is necessary to mention them, even in the most general of discussions.

The managing group is concerned primarily with problems of supervision and only secondarily with problems of functionalization. This order of precedence is exceedingly important in the upper ranges of organization. The first necessity is to develop a type and character of supervision that will assure unity, certainty, and quality of action, combined with flexibility and responsiveness in emergencies. This supervision will, of itself, require a considerable degree of direct functionalization of effort, and also the establishment in the managing group of a considerable number of functional staff units. But the primary approach should be from the standpoint of setting up a genuine and effective supervision, and not from that of functionalization *per se*.

In establishing any supervisory system, the first essential is to distinguish clearly between the several classes of supervision required. These are:

1. Line Supervision, i. e., pure executive supervision.
2. Costs and Methods Supervision, i. e., that required, apart from routine accounting, to control income and expenditures, and to develop, or apply, more economical practices.
3. Quality Supervision, i. e., that required to maintain the quality of the product or service.

In general, the cost of supervisory payrolls should be measured as a percentage of base payrolls, that is to say, of payrolls for direct labor and immediate supervision. Such base payrolls can, for practical purposes, be determined on a somewhat arbitrary basis, provided only this basis is substantially uniform throughout the organization and is not varied from one accounting period to another.

With such a base established, and with the existing cost of the various categories of supervision once determined, future control becomes much simplified.

In general, it will be found that, in organizations which are otherwise good, there may be a wide range of variation in supervisory expense, without appreciable effect on over-all costs, and that it is only when the cost of supervision is reduced below a definite minimum, or exceeds a certain maximum, that over-all costs tend to rise. Under these circumstances the problem is to determine a rough approach to the mid-point of this range of permissible variation, with the reasonable assurance that a scale of expenditures for supervision, so determined, should result in a practicable minimum of over-all costs.

It is difficult to state just what percentages of expenditure for the several classes of supervision may be looked upon as normal. Much will depend upon the character of the operations and upon the arbitrary assumptions made in figuring base pay-rolls. However, figures of 10 per cent for "Line" supervision

and of 5 per cent each for "Costs and Methods" and "Quality" supervision are ordinarily not excessive.

A further point in connection with the organization of supervisory work is the necessity of guarding against the recurring temptation to reduce the percentages of supervisory expense, as a measure of economy. If these percentages have once been correctly determined, it will be the truest measure of economy to insist that they shall be maintained, and to concentrate efforts primarily on increasing the efficiency of supervisory work within the cost limits so established.

As a final practical expedient in establishing adequate supervision, it is frequently desirable to assign an initial excess of personnel to "Cost and Methods" and "Quality" supervision, with the expectation that, as the organization works to its bearings, there will be a gradual transfer of a part of such specialized supervisory staffs to the work of "Line" supervision. \* \* \*

*(From Business Administration by Prof. James O. McKinsey, Chicago University. Published by South-Western Publishing Company.)*

#### REQUISITES FOR GOOD ORGANIZATION

The preceding discussion points out that organizations are established under varying conditions to perform various tasks and consequently they must differ in form to some extent. It may be questioned whether organizations do not differ in form more than is necessary. This is due in part to the strong influence of precedent and in part to the failure of executives to give careful thought to organization problems. It is probable that in the future the extent of the variations will become less but some variations will always exist and should exist. Despite these variations in form there are certain requisites of a good organization which should always be given due weight in the establishment of an organization. The requisites applicable to all forms of organization are:

1. *Centralization of Control.* In every organization there should be centralized control. This means that the organization as a whole as well as each division of the organization should have an executive head who has final authority over the activities under his jurisdiction subject to **regulations** established by superior authority. Administration of business activities requires the formation of judgments and the making of decisions based on these judgments. Some of these decisions are of sufficient importance that they must be made by the owners of the business, others should be made by the chief executive, others should be made by his chief lieutenants such as the sales manager, production manager, and controller, and still others should be made by subordinate executives in the various departments. Good organization necessitates that definite responsibility be fixed for the making of all decisions which can be anticipated. Furthermore, a proper procedure for the



handling of unusual problems should be established.

Not only should responsibility be fixed for the making of decisions but equally definite responsibility should be fixed for their enforcement. Experience has shown that the final responsibility for executing decisions should be placed in an individual and not in a group. Committees are useful for advisory purposes and there is an increasing tendency to use them in this capacity. They are poorly adapted, however, for executive work. Committees are also poorly adapted for making decisions where speed is essential. They may serve satisfactorily in deciding major questions where mature consideration is both possible and desirable. For example, the board of directors appropriately decides major questions of policy.

2. *Authority should accompany responsibility.* The preceding paragraphs have emphasized the need of fixing definite responsibility in the establishment of an organization. But if members of an organization are to be held responsible for making and enforcing decisions they must be given proper authority over the activities and personnel for which they are responsible. A simple illustration will give clarity to this statement. If branches are used in the marketing of a company's product it is probable that a considerable personnel will be employed at each branch. The primary object of the branch is to sell goods and the branch manager usually reports to the sales manager. There may also be at the branch an employee responsible for the branch records, another responsible for office duties, and a third responsible for handling cash, credits, and collections. Although the procedures followed by these employees may be prescribed by the controller, office manager, and treasurer respectively, the employees should be under the control of the branch manager. The manager is responsible for the administration of the branch and this responsibility cannot be properly met unless he has authority over those who assist him. If these employees report to the controller, office manager, and treasurer, the branch manager cannot control the activities of the branch, consequently he cannot rightly be held responsible for them.

Many cases similar in principle to the foregoing illustrations arise in working out an organization. In all cases the general rule should be kept in mind that authority and responsibility should go hand in hand. Executives are far too prone to delegate responsibility without accompanying this delegation with the necessary authority. If for any reason authority must be restricted the one affected by this restriction should be relieved of a comparable amount of responsibility.

3. *The subordinates reporting to each executive should be limited.* If an executive is to have sufficient time to consider properly the major problems with which he must deal he should not be annoyed with numerous petty problems. To this end the number of subordinate executives reporting to each executive should be limited. The president or chief executive should usually have not more than five or six executives reporting to him. The sales manager,

production manager, treasurer, controller and personnel manager should in turn have no greater number reporting to them and a similar situation should exist all down the line. If a great number of employees are permitted access to the chief executive, he will be involved in the consideration of a great many questions which can better be decided by someone else. Only the major problems should be brought to the attention of the chief executive. A similar plan should be followed all through the organization.

4. *Provision for specialization should be made.* It has long been recognized that specialization promotes efficiency in all lines of work. An organization should provide for securing the maximum results for specialization. Although specialization promotes efficiency it tends to produce a lack of coordination. Specialists in the various fields are prone to forget that the activities of all employees must be coordinated towards the common end,—earning the maximum profit for the business as a whole. In working out an organization, provision for this coordination should be made. The use of committees composed of representatives from various departments is one method used. The proper use of budgetary control will also help.

5. *Provision for promotion of employees should be made.* It is but natural for employees to desire to better their condition. Most employees will exert greater efforts if they feel assured that efficient work will be rewarded with advancement. The morale of an organization will usually be benefitted, therefore, if provision is made for a proper system of promotion. Moreover, as a business house increases its volume of business it must expand its organization and usually this expansion can be best secured by promoting its present employees to more responsible positions and filling the subordinate positions with outsiders. The establishment of a definite organization and the presentation of this organization to employees by means of an organization chart is of benefit since it shows to all employees the definite lines of promotion which are open to them. This plan facilitates the training of understudies so that there will be someone prepared to take on the duties of each executive if for any reason he drops from the organization.

(From "*Industrial & General Administration*", by the French author  
Henri Fayol, published by Pitman & Sons.)

## ORGANIZATION.

To organize an undertaking is to provide it with everything useful for its running; with materials, plant, capital and staff. We can divide this into two sections, material organization and human organization (or organization of the staff) and of the two we are only concerned with the latter.

Assuming that it is provided with the necessary material resources, the staff or organization, must be able to fulfill the six essential functions, that is to say, it must be able to carry out all the operations which the undertaking entails.



### *Administrative Duties of an Organization.*

Between the organization of an elementary enterprise, where one man performs all the functions, and that of a national undertaking, which employs millions of people, there is every possible intermediate stage, but in every case the organization has to fulfill the following administrative duties:

1. See that the plan of operations is carefully prepared and strictly carried out.
2. See that the human and material organization are suitable for the objects, resources and needs of the undertaking.
3. Establish a management, which is competent and vigorous and has singleness of purpose.
4. Co-ordinate operations and efforts.
5. Make decisions, which are clear, distinct and precise.
6. Make careful selection of staff—seeing that each department has a competent and energetic man at its head, and each employee is in the place where he can be of most service.
7. Define duties clearly.
8. Encourage the desire for initiative and responsibility.
9. Reward men fairly and judiciously for their services.
10. Impose penalties for mistakes and blunders
11. See that discipline is maintained.
12. See that individual interests do not interfere with the interest of the undertaking as a whole.
13. Pay special attention to unity of command.
14. Insure material and human order.
15. Subject everything to control.
16. Avoid red tape.

Such are the administrative duties which the staff of every undertaking must carry out; they are simple in an elementary enterprise, but become more and more complicated as the concern becomes more important and its staff larger.

*(From a discussion of an address on "Organization and Operating Principles" by Harry Arthur Hopf.)*

It has always seemed to me that at the basis of all effective business development and accomplishment lies a sub-structure of sound organization. When we analyze this sub-structure, we find, generally speaking, that the following elements are present:

1. Authorities, responsibilities and duties clearly defined and definitely assigned;
2. Logical separation of line and staff functions;
3. Reasonable functionalization, specialization and division of labor;
4. Flexibility and adjustability to changing conditions;

5. Balanced direction and control.

It is of chief importance when considering the influence of the factor of organization, to recognize that:

1. It is dynamic instead of static;
2. It is purely a means to an end rather than the end itself;
3. It should be dominated by tradition only in so far as tradition is in harmony with growth and change;
4. It should foster institutional rather than departmental viewpoints and spirit;
5. It must be built around functions rather than personalities;
6. It should be planned ahead of business development—not lag behind it.

It may be accepted as a postulate that principles of organization have wide if not universal application to business institutions, regardless of the fields in which they operate. It should be emphasized, however, that the effect of such application is often nullified by clash of personalities, distortion of relative importance of functions, desire for authority and power, failure to recognize valid objectives, and insistence upon prosecution of selfish aims without regard to the welfare of the organization as a whole.

Unless it is recognized that promotion of the general interests of a business institution is the outstanding objective of all effort along organization lines, and that only in this manner may the interests of individuals be effectively furthered, the value of even the best plans of organization will be gradually frittered away.

Throughout Mr. Smith's paper, one may clearly discern the endeavor, in devising the plan, to bring decision as closely as possible to the point of action. That is, in my judgment, one of the outstanding fundamentals of good organization.

Many years ago an English actuary in an obscure section of a book on actuarial science, made this statement: "Every scheme of organization necessarily involves a clear conception of the end to be attained, and the thoughtful and methodical devising of the means by which attainment can be adequately, promptly and easily secured." I submit that this paper reflects in admirable fashion the correctness of the opinion expressed by the English actuary.

When the problem of organization is discussed, we often hear an executive say: "Yes, we have made up an organization chart"; then he fumbles around, sends for his secretary, and sometimes discovers in the lower left-hand drawer of his desk, a somewhat crumpled chart dated in the more or less remote past. With apologetic reference to the fact of its age, he usually offers the statement that the chart is not in effect at the present time because changes have been made. May I suggest that such conditions are primarily due to lack of the type of thinking in three dimensions which Mr. Smith's paper and exhibits bring to expression.



The complex relations involved in any organization need to be expressed in language which everyone can understand. In all organization work education is a factor of great importance; therefore, I am glad Mr. Smith stressed that angle and its value. \* \* \*

*(Summary of Chapter on Organization from "The Philosophy of Management" by Oliver Sheldon.)*

To summarize, we are now in a position to enumerate the main requirements of an ideal organization. The detailed application of these requirements is for local consideration. There is no complete ideal, but the following may be regarded as necessary principles:

(a) The main division of the functions of the business should be based upon a scientific analysis of the work to be accomplished.

(b) Like functions should be grouped together and clearly defined, especially "border-line" duties.

(c) Positions should be determined by a proper interlocking of work and faculty, job and man.

(d) Co-ordination should be the sole concern of the chief executive, such co-ordination being continued lower down the organization.

(e) The leadership of the workers should be single, direct and intimate.

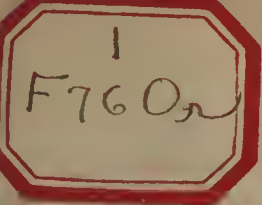
(f) The executive management should be supplemented, firstly, by a committee organization to provide co-ordination, facilities for advice and investigation, and the training of subordinates; secondly, by such expert Staff organization as circumstances require.

(g) Positions should be determined irrespective of individuals, and so graded as to allow of a methodical progression from one to another.

(h) The whole form of organization should be charted, published to all concerned, and kept up to date. \* \* \*







## ORGANIZATION STUDY

### DISCUSSIONS LESSON 3

February 13, 1931

WALTER G. MANN

KAIBAB

KANAB, UTAH

#### 1. Principle of Objectives.

Since the Kaibab is also a National Game Preserve the principle of objectives are first stated in the Game Management Plan, and this plan undertakes to state the relations of other lines to game management and how they will all be coordinated. Then there are such plans as timber, grazing, recreation. Upon these objectives the organization is based.

#### Principle of Preparation.

The preparation of organization is different than that of a business organization, because in this instance the preparation is long years of experience, or finding out and building up, change in public demand. But maybe it is not so different either from a business organization that has had a life of 30 to 50 years.

#### Principle of Simplicity.

For every organization problem that the Supervisor must solve he must have in mind doing the work in the simplest manner possible for efficient service. There may be just as good ways of doing the work by a short cut. The shortest cut possible without decreasing results obtained must always be kept in mind. This principle of simplicity has had to be worked hard in the organization of the supervised hunting program. Here is a program that we had to make pay its own way; the first year it went \$900 in the red, but by eliminating waste motion and duplication of effort, the hunting program has ever afterward not only paid expenses but left a balance for studies.

#### Principle of Classification of Activities.

The organization of the Kaibab was originally by ranger districts, and when the area was reduced to two ranger districts there was such overlapping of work on the district areas that a reorganization was made. I made the organization division more of a functional thing than of ground areas and placed one ranger in charge of the entire area. The second ranger's work was laid out not by areas but by work to be done such as having charge of a certain grazing area, having charge of a certain recreational unit, and having charge of range studies work over the entire area. This worked fine until the second ranger was taken away in the interest of economy. I have hope of getting the second ranger back again this coming summer and this will present another reorganization but along the same lines as formerly. The new ranger will be in charge of all recreation and game studies—in other lines he will be an assistant.

### Principle of Specialization.

In the Kaibab organization we have special work to do but with the limited men available the best organization is to assign the specials to various members of the regular force. For instance one man will look after the work of grazing and deer studies but he cannot do this and nothing else but will do some executive work also. Every man on the Kaibab organization must specialize on something and we have specialization mixed up with the other work.

### Principle of Delegation of Responsibility.

### Principle of Delegation of Authority.

### Principle of Accountability.

On the Kaibab under the system in use, responsibility, authority and accountability is given each man for the work assigned to him. For instance: The Forest Clerk, besides his regular duties, looks after permits for catching and raising fawns, methods and reports on raising them, collection of payments, acceptance of the raised fawns from the raisers and shipping to applicants, and writing the report. He has the responsibility, authority, and accountability of doing this. The Senior District Ranger has the job of trapping deer and shipping them. The Supervisor has the job of organization and management of the hunting program. The second ranger has the job of deer studies and observation of habits, counts and the relation of deer to recreation. The job of the second ranger is not so clear cut as the others but it is distinct.

### Principle of Executive Efficiency.

The principle as stated for every executive should be to so organize the business that it will go on without his immediate attention.

### Principle of Coordination.

It is something that supervisors and rangers must keep in mind, not only in making up the job sheets but in every day work—to make each different activity fit into its place without injury to another.

### Principle of Adjustment to Human Material.

The organization may be established on general principles as to what the ideal should be, but it must always be readjusted in accordance with the human material available to fill the positions. I have been lucky in getting a ranger eligible to fill a position of administrative guard during the past two years. He is now being given a permanent position on another Forest. To fill that position of administrative guard I will have to take new material and I will have to adjust the organization in accordance with the qualifications of the new man. If he is not qualified to do certain work I cannot give it to him. The same general organization can be maintained over the whole Forest but minor adjustments will be made every year to make the men that I hire as guards fit in properly.

### Principle of Publicity.

Every man in the organization should know just how he fits into the



organization and what the other fellows are expected to do. That is, he should have a good idea of the organization as a whole and know specifically just how he fits into it.

#### Principle of Adaptability.

In the hunting organization, it must be adaptable to conditions that arise each year. Numbers of hunters has something to do with it. Changes in what hunters expect in conveniences makes it necessary that the organization be adaptable. Also time that different detailed rangers can spend on the Forest.

#### Principle of Self-Perpetuation.

It is impossible to have a personnel for the Kaibab that will be trained in Kaibab knowledge that will be ready to step into the positions in the event of a vacancy. In other words the principle of understudies for the Kaibab would be too expensive. But as a substitute for understudies we have work plans so made out that men with Forest Ranger qualifications could step in and go ahead with the work without seriously impeding the work.

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FRANK GRUBB

PRESCOTT

PRESCOTT, ARIZ.

1. In Jones's "Some Principles of Management Applying to Organization", his statement that "There is no one form of Organization which will fit all cases", seems very pertinent to this lesson, but does not prevent applying most of the principles cited in the text to Forest Service work with highly beneficial results. His principle of Objectives requires, in addition to a definite and clear knowledge of the objective itself, the same definite and clear knowledge of the steps necessary to reach it, and of the time factor involved. Many of us have clear and definite ideas on the objective of reducing man-caused fires, are following prescribed Forest Service methods for the attainment of that objective, but are making little if any headway and have but the vaguest idea of the time needed. However, none would even remotely consider abandoning the objective because we apparently have not mastered the required steps, or established a definite time limit. The Prohibition Department seems to be very much in the same position. If a Supervisor can be classed as a major executive, and he is for that Forest at least, it would seem that the Forest Service is out of order on Principle No. 5 all along the line from the Forester down. Especially so if we are to observe that, "A major objective should not be hampered with routine duties". How many Supervisors have a large enough staff to relieve them of more than two thirds, at most, of routine work? This routine often does crowd a Supervisor to the extent that he does not do as high class work as he would if he had more time to put his feet up on the desk and think. In my own case I have delegated all the routine work to my assistants that they can keep up with, and still rarely find my attention basket emptied. However, I believe that my opening statement is also applicable to Principle No. 5 and that as a whole Forest Service executives are successfully administering affairs with more than the prescribed number of subordinates

reporting directly to them, and are handling a considerable amount of routine work besides and that nervous breakdowns in consequence are rare.

RAY PECK

GRAND MEZA

GRAND JUNCTION, COLO.

Considering the principles as stated by Jones in relation to Forest Organization:

No. 1. This principle is being observed a great deal more now than it used to be before the districts were analyzed and definite objectives were set up. The analysis and plans, however, sometimes work backward as these are made before the regional and Washington Office objectives and plans reached the Forests. More advanced notice on Supervisor's Regional Office and Washington Office plans would aid the ranger materially in making up his schedule for the year.

Principle No. 2 could undoubtedly be applied to better advantage in our work. I have often noticed at stock meetings that failure to get over some important part of a management plan has been due to lack of preparation of essential data and convincing argument to show the stockmen the advantage of the move. For instance, a Forest officer attempts to put over a program to the permittees of employing a rider to save cattle from loss by larkspur, bog-holes, and straying. Convincing arguments could not be made because definite figures had not been obtained showing the actual loss to the permittees through these causes.

No. 3 is only partially observed as there is often an inclination to deal with problems without careful analysis.

No. 4-5. Owing to the fact that each ranger is assigned a district and supposed to cover all the activities on that area, we do not get as good results as if the men were assigned to activities that suit them best. For instance, one ranger is better qualified to handle grazing than the adjoining ranger who has taken a course in forestry and understands silvicultural practices much better but has not been well grounded in range management. Some effort was made several years ago to obtain well-qualified men to grazing alone but this scheme did not work and I doubt if it is practical.

Violations of Principle 6 often occur where one ranger is assigned duties on another ranger's district and friction often results. I believe this principle is well observed in the Forest Service organization but often Forest officers are unwilling to accept full responsibility and pass the buck to the man above. In discussing a certain problem with a Forest user, a ranger may state that you had better do this job a certain way or the next time the supervisor comes out this way you may get hell for it. Compelling observance of instructions by passing the buck to the man above is probably all too prevalent in the Forest Service Organization.

No. 7. This principle is observed much more in the service today than



it used to be. Appeals are less frequent and, as a rule, permittees are looking to the local ranger for decisions. This is probably one of the most important principles of an organization and if the rangers are not backed up they soon lose interest in their work and their initiative is crushed.

No. 8. Principle of Accountability. This principle is well observed in the Forest Service organization and results are checked periodically.

No. 9. Probably the six ranger districts represent the maximum number that a supervisor can efficiently handle. This is probably not often exceeded in the Forest Service organization.

No. 10. Principle of Coordination. Work on the Forest is now well-coordinated or, at least, much better than it used to be. Sometimes heavy reports such as the report that was made last September or last August on the public land question, break into the field activities to a large extent but these cannot always be avoided. As much as possible, all the large reports are now made up during the winter months and are so coordinated that plenty of time is allowed for each.

No. 11. The Principle of Adjustment to Human Material. There is no question but what our ranger districts are often organized to suit the ability of the particular man in charge. The man of large calibre is placed on a large district and one with less ability is kept on a smaller one. The trouble with this, however, is that a large district is not often available for a man after he has acquired the necessary experience and ability to handle a bigger job. This arrangement tends to destroy initiative, yet often a ranger becomes more or less permanently located and it is very hard to make the necessary changes to give him increased responsibility.

No. 12. This principle is not well observed in the Forest Organization and much better work could often be obtained from the rangers if they knew just what it is all about. They are called upon to furnish information, often without knowing for what purpose it is to be used and consequently the data they gather is often of little value.

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W. B. RICE

PAYETTE

BOISE, IDAHO

The Payette organization is as follows:

	(Ass't Super.	(Road Crews—50 men
	(Ass't Forester	(Project Sales
		(2 Scalers.
Supervisor	(	
	(5 Rangers	(35 guards
		(Trail crews.
	(Principal Clerk	(Ass't Clerk
		(Commissary

Authority, responsibility and accountability as follows:

Assistant Supervisor has charge of all road crews. Issues all orders to road foremen and is responsible for results. Inspects trail work for which ranger is responsible. Advises and assists rangers but does not issue orders except through Supervisor.

Assistant Forester has full charge of all project sales. Inspects rangers sales and gives advice and assistance but does not issue orders to rangers except through Supervisor.

Rangers have full charge of all guards, lookouts, trail crews, and work on district excepting road construction and maintenance and project sales.

Principal Clerk has charge of all office routine, property and commissary and acts as fire dispatcher.

Supervisor gives no orders directly to road foremen, scalers, guards, assistant clerk or others except during the absence of their immediate superior.

The general form of the organization has been so shaped mainly to take advantage of No. 5, the "Principle of Specialization". This, also, ties in with No. 4 the "Principle of Classification of Activities". When any forest has a sufficient amount of work in one activity that can be readily segregated it can be most effectively and efficiently handled by a specialist in that activity. Some activities which occur in sufficient volume cannot be economically segregated and turned over to a specialist.

Due consideration should be given to Nos. 6, 7, and 8, and has been taken into account in forming the Organization.

No. 9 has been reduced to the lowest possible number.

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REX KING

CROOK

SAFFORD, ARIZ.

1. I believe that Jones was right in placing the principle of definite objectives first, and the principle is even more important in an organization like the Forest Service, than it is in an industrial organization. If a man is helping to make an automobile he is apt to keep his mind fixed on automobiles, but in the raising of timber he sometimes thinks too much about fixing up the ranger station. Congress and the needs of the nation have given us our major objectives. The difficulty lies in translating and subdividing them so that each man's efforts aid rather than duplicate or hinder the others' efforts and there will result an intelligent pattern.

We have tried on the Crook to have an understanding of this pattern—that roads instead of being roads are means of transportation to what?—to fire hazards, to recreational areas, to isolated communities. Why?—to reduce destruction of timber and cover and thus secure a continuous supply of timber and favorable stream flow conditions, to render accessible to the general public a national resource, and to assist the isolated public in lieu of taxes. We try to keep in mind that grazing administration is not a matter of adjudicating



range controversies or the marketing of forage to the best financial advantage possible, but is first the securing of favorable conditions of stream flows and second the utilization of vegetative growth not needed thus for the production of meat. Grazing permits, range improvements, management plans, etc., are to be considered not for their own sake, but as means whereby we can secure additional benefits to the government in fees and the public in meat, without closing the forest to stock which would be the easy way to accomplish the primary objective; a matter of hopeful technical skill, as against clumsy fatalism. And so on thru the whole creed. We haven't succeeded yet, but that is the idea we are working on.

The principle objectives must go hand in hand with No. 12—publicity, because of the nature of our work, i. e., isolation, great range in activities and frequent unaccustomed and uncharted jobs and situations. If every man has a clear conception of the objectives he can shape his course when he finds himself.

2. Preparation applies to other functions as well as fire control and is just as important, perhaps more so, although not so obvious or spectacular. If you know what complaint a man is going to make before he gets down off his horse and just what reply you are going to make to him, the situation is simple. Road money can be more efficiently spent if the road plan is up to date and you have the equipment.

Preparation in some people is a natural habit of mind; in others it is unwelcome drudgery. In the former class results can be obtained easily by conference, exchange of ideas, etc.; in the latter only by laborious plans and constant follow up. Our procedure on the Crook is the usual plans (with a few special ones)—and the usual nagging.

3. We try to simplify things, but there are difficulties in the way and not the least of them are the rules and regulations which are set up and which are necessary to standardize procedure and action over the entire United States with their wide range of conditions. A Supervisor can never be sure when he eliminates some "extraneous and inconsequential details" that he isn't kicking somebodies pet idea, or straining relations with Congress or breaking a fiscal regulation. Complete simplification of the Forest Service is probably impossible and at the best will be a slow process of study and interchange of methods. We may never get ahead of the group with the new ideas.

4. The principle of classification of activities is obviously sound, but there is little room for it on the Crook, other than the division of work between the Supervisor, Assistant, and Grazing Specialist.

5. The same is true in lesser degree of specialization. In dividing the work of supervision, the Supervisor and Assistant became specialists in some degree and the grazing man is by "definition" a specialist. The treatment of the administrative guard fund as liquid money, and the hiring of specialists,

(carpenters, cow punchers, etc.) as needed is in line with this principle.

6. We try to have responsibilities clearly defined and hold the individuals to them, but as Jones says, it is not simple. The Ranger District Plans, the program of work, and the various other vehicles of instructions and definition have been made as clear as possible in this respect. It is a human failure to seize authority, but to avoid responsibility and many things such as our numerous and crossing lines of authority, our cumbersome and ineffectual rating system, our wide range of work, and frequent lack of precedent and many others make it difficult for an executive to pin down responsibility. Not the least difficult is the long established custom of the Service to strive for pleasant personal relations, which, while admirable in general, has to some extent defeated its purpose. On the Crook we have delegated as much responsibility as possible down the line and on the whole this has been met in an encouraging manner.

7. We have recognized the importance of the delegation of authority and the danger of a Supervisor butting in on a fight, but it has to be done sometimes, and is done at other times through thoughtlessness. There are times when we would be willing to let a ranger fight his own battles—win or lose—for his training if nothing more, but there is frequently more involved than that. Because of the nature of our work, our responsibility to the public, the necessity of recognizing appeals to or through political offices, etc., it is sometimes apparent to a Supervisor (his seat gives higher visibility) that there is trouble ahead and he has to interfere whereas in a private organization he would not. However, on the whole, we have gone farther than other departments or organizations and it has paid.

8. Much that was said under 6 and 7 is true in accountability. We try to hold each man accountable, but due to a great extent to lack of standards and clear definitions, it can not always be done. When a man is adjudged accountable for a failure, we very frequently have to let it go with a verbal or without statement because of our cumbersome scheme of ratings and promotions and demotions, and our reluctance to make transfers. However, the need for this is exceptional, because the idea of accountability or the reprimand is sufficient with most of our men. We have not gone nearly as far with this as the average organization, due partly to the fact of the looseness of our greater accountability to the people of the United States, and we never can go the whole way unless lines of authority are reduced and we have better definitions of jobs and standards. \* \* \* \*

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M. M. BARNUM

P. D. HANSON

TRINITY

WEAVERVILLE CALIF.

Question No. 1.

How the organization of the Trinity National Forest is related to the fol-



lowing principles.

1. *Principle of Objectives:*

All National Forests are devoted to their most productive use for the permanent good of the whole people. On this forest the objectives are in connection with grazing, water shed protection, recreation and protection of timber holdings as a reserve for future use when needed.

2. *Principles of Preparation:*

The Trinity Forest comprising some 1,700 M acres is one of the least developed forests in District 5. Within the last six months both the Supervisor and his assistant have been transferred to this forest and in an effort to grasp the significance of the job they have noticed a lack in preparation in certain instances although many efforts along certain lines in the past show good results.

One instance comes to mind—Appropriations for road development work are increasing and more funds are becoming available annually. Motorized equipment, heretofore not used in this country, is now being used. Pre-locations of desirable road projects are difficult to intelligently determine—because of the absence of good topographic maps. The drainage maps that have been used prior to this time are inaccurate and useless for the degree of refinement required.

Again we are asked to make a type map of the forest. In order to do this correctly one should be sure of his location in the field to within one quarter of a mile—with a good topographic map this would be possible—and much more easily accomplished than will prove to be the case.

Again there is the question of fire suppression—when a good map is one of the most valuable, and most used fire tools we possess—we have not got one.

In the early days, an Assistant Supervisor made a Range Appraisal Report—in which he proved that the correct charge per cow month was about 40c.

He made various studies of areas involved—and their carrying capacities—Experience has proven through the trial and error method that his figures were too high. By degrees they have been reduced. We are now charging 18c per head per month on a much less number of stock and still we have overgrazing in places. No grazing examiner is on the staff.

The principle of preparation fails in this instance to a certain degree—because there is no range appraisal under the now more efficient and scientific methods employed.

We do have management plans of allotments—and policy statements—but they are rather crude and undependable to a certain extent.

Another failure is the lack of a good visibility map for the forest. Efforts have been made but they are rough at the best. The need for this map was seen in trying to locate two new secondary lookouts for the coming season. We think we know the best peaks to put them on but we are not absolutely

sure we have guessed correctly. \* \* \*

#### 6. *Principle of Delegation of Responsibility:*

The Rangers on this forest have been delegated full responsibility, limited only by general policy statements and subjected to advice and counsel of the Supervisor. This delegation is understood more fully by the Rangers through a study of their work plans. One limitation, however, is being contemplated in relieving the Rangers of Road Construction activity on their District. This is to be placed under a road foreman—or shall we say Specialist in the future and has been handled to some extent in the past by the Supervisor and his Assistant. \* \* \*

#### *Principle of Publicity.*

The ranger district work plans and the specific instructions to the guard, lookouts, road foremen and others is the means that is taken to define the particular job and responsibility through publicity. The guard training camp, round table discussions and Feather River Training camp are examples of publicity. \* \* \*

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C. R. DWIRE

CARSON

TAOS, NEW MEXICO

1. I have endeavored to place all authority and responsibility of routine duties and decisions, within regular established policies, with the rangers and other subordinates having only such matters come to me that our practice makes it necessary for the Supervisor to handle. This tends to encourage forest users to go to the ranger instead of running over or writing my office on matters that can best be handled by the subordinate on the ground. This has proven very satisfactory, but the subordinate must feel entirely free to seek the Supervisor's advice and assistance. It also relieves the Supervisor of the more or less routine duties and develops initiative and self-confidence in the subordinates.

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RICHARD L. BIGELOW

LELAND S. SMITH

TRAVIS M. TYRRELL

RANDAL MCCAIN

TAHOE

NEVADA CITY, CALIF.

#### (1) *Principle of Objectives*

We believe that this principle is observed fairly well in our organization. We have definite aims that we are reaching for in all activities. We have our standards, policy statements and plans.

#### (2) *Principle of Preparation*

We agree with you on this principle. In the major activities such as fire, timber sales, grazing and special uses we are well prepared. In some minor activities we are prepared in a way but not in detail. There are often unforeseen jobs that are thrust upon us which have to be done with but little prep-



aration. We believe that some of our faults are largely due to lack of finances to employ sufficient qualified men to study the needs and methods of accomplishment. It might be that our organization as a whole is at fault and proper distribution of the funds available is our trouble.

(3) *Principle of Simplicity*

We have attempted to eliminate the inconsequential activities in the ranger plans.

(4) *Principle of Classification of Activities*

Our activities are well defined but the organization does not always fit the activities. A District ranger job is made up of a large number of activities which require the exercise of more than one faculty. He jumps from timber sales to road building and back to fire protection—and slides into recreation. He is first a salesman and then a producer; then handles the construction and maintenance of the plant. He is not only the executive of his district but also the worker. It would seem to us that in this respect this principle is not followed entirely by our organization. But again, our ranger districts are not all of the same importance; some require a man especially adapted to grazing, another to timber sales, another to recreation, etc. We pick a ranger to manage each district who seems best adapted for the activities that are most important in that district. Looking at the question from this angle we believe that we are following the principle. Again, in considering the Supervisor's staff, we have divided the work among the staff along lines of segregating those parts of the whole which require the exercise of different faculties; i. e., field supervision and specialty work is assigned to the Assistant Supervisor and Range Examiner, clerical and office supervision to the office executive.

(5) *Principle of Specialization*

We pick all round men for rangers—men who are executives and who have the ability to handle many lines of work. This is a form of specialization. We pick good firefighters for guards; for protective assistants we pick men who can not only fight fire but who can direct the work of others, perhaps on a number of fires. Jobs requiring technical training we give to technically educated or trained men.

(6) *Principle of Delegation of Responsibility*

The instructions definitely delegate responsibility. The ranger in his district is responsible for all of the work in his district except special work which is so designated in each case, such as large timber sales of special investigations, or large improvement projects that would require too much of the ranger's time.

The supervisor has direct charge of the Forest and his authority is fully designated. The assistants to the supervisor have their responsibilities designated, in writing. Our organization differs from the usual organization however in the staff management. The rangers are responsible to the supervisor

and not to the staff officers. This difference in organization effects other principles. This may not be in accordance with proper practices but it seems to fit our conditions. The assistant supervisors act as inspectors and instructors in their lines—the exception being when they are in charge of special projects.

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W. E. LOOKHART

LEWIS & CLARK

CHOTEAU, MONT

Jones' Principles as applied to the Lewis and Clark.

(1) Each year a list of Forest Objectives are drawn up for a general guide thru the year, a plan of work for the entire Forest Office force is outlined setting forth the duties of each individual as to routine and special jobs in so far as they may be foreseen. However, specific time elements have not been generally applied in the set-up but the expenditure of time on each activity is kept daily in fifteen minute periods by each individual in order that the job may be analyzed or a definite time set-up made in the future. The ranger's jobs have been analyzed for several years and a plan of work prepared for each annually which contains a definite time set-up for each job but due to the many changes in duties and amounts of work because of several reductions in personnel both in the field and in the office we have not been able to conform to these time set-ups except as general guides.

(2) Preparations are made for any changes as well as the circumstances will permit.

Because of the increased territory for which each man is responsible with the attendant increase in size and number of activities it has been necessary to reduce our standards to the danger point. Study has been made of these factors but in many cases it was necessary to assume the obligation before the effect could be determined.

(5) In the present organization here there is little opportunity for specialization except where a ranger is especially qualified for a particular activity he is encouraged in the study of that activity only to the point where it does not interfere with his many other duties.

(6-7) These principles are observed. The rangers are given all the responsibility they can redeem with attendant authority with which to redeem

(9) In an organization so limited as this one there is not much opportunity to exercise this principle with the regular force. However, the temporary men, hired for summer work each year, some 25 to 30 in number, are managed exclusively by the several rangers under whom they work and never report to me.

(10) The principle of coordination has been very well applied in the whole organization including the trail and improvement crews with our protection force and when this principle is violated immediate and effective dis-



ciplinary action is taken.

JOHN W. LOWELL

BITTERROOT

HAMILTON, MONTANA

The principles by Jones as applied to my organization, makes room for almost endless discussion. My effort will be to make it short, showing how some of the main points are, or are not, carried out.

### *Principle of Objectives*

The objectives of the Forest as a whole, and of each Ranger District appear to be pretty well set up. The question in my mind is: Do we go into too much or not enough detail in setting up objectives? My slant is that objectives should be broad enough to cover only the main things necessary in the handling of our various resources so that they will stand out clearly and be easily understood. We do go into too much detail, resulting in confusion in the minds of many.

### *Preparation*

Preparation must necessarily include exhaustive thought, analysis, correct determination of needs for our various lines of work. Yes, we do a lot of preparatory work, but are lacking in staff on the Forest to do it justice, with the result that our time is largely spent on daily chores rather than constructive analysis, leaving most of our preparatory staff or specialistic workers concentrated in Regional and Washington Offices.

### *Principle of Simplicity*

I find ourselves continually picking out little, inconsequential things and spending time on them to the exclusion of needed time and thought on the things that really count in obtaining ends of real importance to the Service. In the analysis and plans for Ranger Districts real effort has been made with considerable success, to hold to clear-cut simplicity.

### *Classification of Activities*

Perhaps we have gone farther than we think in applying classification of activities to organization. The activities on Ranger Districts are pretty well divided in terms of things the Ranger should do and what he should leave to his various groups of temporary employees. Similarly, the office activities are fairly well divided into groups that are each handled by one person, and the line work set up partly geographically, but mostly by groups of activities that naturally come together. Of course, complete desirable segregation is not possible with our limited number of overhead men.

I have for many years recognized the necessity of proper delegation of responsibility with equal authority to meet it. Allotment of funds to the Ranger Districts is complete with all the authority for use and responsibility for proper use that I have myself. Rangers make original selection of their own temporary personnel and do their own discharging. However, there is a set-up of standards to be used in selecting and discharging men. Rangers are given

authority to select their own yearly program for construction of trails and are held accountable for getting standards applied in the fields, and so on down the line.

### *Principle of Adjustment to Human Material*

While it must be agreed that the human material available must be considered, the principle of deciding on organization to fit the needs of the business should always come first, then the best available human material obtained or developed to fit in the jobs.

In general it seems to me that in our Forest organization we are setting up as definitely as possible the responsibility, authority, limitations and activities for each individual and group, but take as an illustration the principle of each man being responsible to and taking orders from only one person. That is probably not as well carried out as it might be, but it is not practicable to put such a principle fully into effect. For instance, my assistant has equal authority with me on practically all lines, only final decisions on adjustment in yearlong personnel being reserved. In the case of the ranger, he must delegate authority to his alternate or headquarters guard, requiring that certain men report to and take orders from him during the ranger's absence. To a still greater extent the principle is not carried out and is not practicable of carrying out in the Regional Office. It must be said, however, that in the Regional Offices, overlapping of authority and Forest Supervisors reporting to a number of different individuals is the rule rather than the exception.

As a whole, our organization is built on a well devised scheme to meet our needs. While slight changes in form organization do occur from time to time, they are few and not very generally confusing. I think we need to hold effectively to the principle that the necessary staff, line officers and other personnel must be developed and trained to meet our organization plans.

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PAUL H. ROBERTS

SITGREAVES

HOLBROOK, ARIZ.

Under suggestions for discussion:

2. (a)—I would say that this violates the sixth principle as stated by Jones as the Supervisor on the forest apparently was not given charge of the collection of data for the Management Plan and apparently had little or no part in the assembling of this data into a plan for his forest. Since he did not have a part in the assembling of the data for a plan, the second principle would also be violated as far as he was concerned for his forest. It would not be violated perhaps as far as the entire organization was concerned. I believe also that the principle number one would be violated because, without having had a part in the collecting of the data and preparation of the plan, I doubt very much if the Supervisor would have as clear and intimate a knowledge of the part which the plan should play in the accomplishment of the objective, which it should assist in carrying out, as he should have. Also principle ten,



the principle of coordination would undoubtedly be violated.

(b)—This would certainly be a lack of observance of good organization principles, as Regional Officers in this case were simply going over the head of the local organization. This would violate the principles, numbers six, seven and eight.

(c)—This is undoubtedly a violation of good organization as far as fire fighting is concerned. The fire plan should provide that if the ranger was out of touch with the situation which needed handling, that other Forest officers should be in charge or have authority to instruct the fire fighters what to do. Had the ranger been present, doubtless the thing to have done would have been to discuss the situation with the ranger and have him issue the necessary instructions, but in his absence, with a dangerous situation impending, any competent forest officer should assume the responsibility of instructing as to what should be done. Doubtless the fire plan for the area provided for this very contingency. It is difficult, however, to tell from the bare statement of facts as to what might have been done. If the ranger knew that the Assistant Regional Forester was on the fire, he could have delegated duties to him, which might have obviated the fire getting out of control. I would say, however, that the ranger, due to his absence from that particular area was not in direct charge of it at the time and that the Assistant Regional Forester should have taken the necessary authority to correct the situation.

(d)—This appears to be good handling of an emergency situation. The fact that men were sent to azimuth reading intersections which did not prove to be fires would not be faulty dispatching in my estimation of such an emergency but would merely be a proper precautionary measure due to the fact that everyone knows the system breaks down to some extent under such conditions. About the only additional safeguard in such a situation is to have lookouts who are so thoroughly familiar with the country that they can very nearly spot where a fire is by the topography and this may be fruitful of disastrous results because smokes are elusive things and the lookout's judgment, even though he is an experienced man, may not always be right.

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P. V. WOODHEAD

C. R. TOWNE

ROUTT

STEAMBOAT SPRINGS, COLO.

2A. The principle of objectives here was carried out to the extent that a plan was built with the best privilege obtainable from two years work. The objective here was to build a workable range management plan that would function with a maximum degree of efficiency.

The principles of preparation were, as far as I know, not observed in this case. It is not possible to build an effective range management plan without forming some actual figures on former carrying capacities, etc. It seems to me that thorough and timely preparation of this plan was not observed.

The principle of classifications of activities in this case was carried out fully. We have no detail as to how the crew worked, but in all probability the work was carried out systematically with each man working efficiently on the job outlined for him. Specialization enters here and should play a big roll in the success of the plan. It is the specialist that we must look to for best results in his particular line.

Responsibility, authority and accountability was vested in the chief of party of this reconnaissance crew.

The principle of coordination was disregarded in this case. The supervisor should have been the chief executive. He should have been the approving officer and the crew should have been under his supervision. (C. R. T.)

2A. The source of the project instructions is of minor importance, but this party should have been assigned as a part of the Forest staff and functioned as such until the plan was completed. Otherwise, the principles of Responsibility and Authority are ignored. (P. V. W.)

2B. In the trespass function the ranger is always, and the deputy is often assigned in the capacity of investigators. To them, in this case, was delegated the responsibility and the authority to investigate and report upon the trespass. They also recommended the action toward settlement which seemed to them to be appropriate.

To the supervisor is delegated authority to settle certain trespass cases. He may, in some cases, pass this authority on to his deputy. The ranger does not have such authority. Further, it is apparent that for settlement this was a Regional Office case.

The responsibility of the ranger and deputy, therefore, ended when their report was made. The Regional Officers were solely responsible for direct settlement or court action, and were accountable for this decision and the effects of that decision on both the trespasser and the organization.

While the responsibility of the ranger and deputy ended with the report their interest in the case naturally did not. The problem does not say HOW the case was settled except that it was out of court. The disturbing element is the implication in the rangers remarks that he expected the report and recommendations to be ignored. If the investigation was thorough, if facts were reported, if sound recommendations were made, and if all were ignored by the Regional Officer there was decidedly a breakdown. That the answer to all of these "ifs" was in the affirmative is not definitely indicated in the problem as stated.

Occasionally there are trespass and appeal cases when it is difficult to keep personal feelings from running high. Then it is better to effect settlement through a higher officer and have the investigators represented by reports. If 2B was that kind of a case the coordinator failed in not trying to settle out of court earlier in the game. After the deputy and ranger arrived as court



witnesses they should not have been excluded from the settlement conference. Better to have let the case gone to court for settlement.

That may be the point in the problem. The R. O. assumed authority that actually belonged to the court. (P. V. W.)

2C. This presents a case where the principles of objectives, authority, responsibility and accountability were all unobserved by the assistant Regional Forester. It is appreciated here that he did not want to use a cross line of authority or, in other words, he was carrying out a straight line organization when he should have used the functional organization. The common objective here was to put that fire out, there was no coordination. The whole problem presents a lack of observance of all principles. (C. R. T.)

Example 2C. The authority of a ranger when in charge of a fire is definitely fixed in our organization. The A. R. F. carefully observed the principles of Delegation of Responsibility and Authority and Rorty's 4th and 5th Commandments.

But a preponderance of cases can probably be cited when some officer followed a course just the opposite of the one selected by this A. R. F. and with equally or more disastrous results. Nevertheless, in the example given it seems that the organization was lacking in adaptability. A quick temporary change in the organization set up was indicated to meet a grave emergency. The A. R. F. saw work that was obviously and urgently needed. In such emergencies a superior line officer should be able to function as a Supervisor, if this organization is adaptable, without adversely effecting morale. (P. V. W.)

2D is an example of a well organized group which functioned.

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J. R. HALL

B. E. PARSONS

J. A. CARY

STANISLAUS

SONORA, CALIF.

2.(a) The Regional Office and the staff collecting the data for the management plan overlooked the Principles of Objectives, Preparation, Specialization, Classification of Activities, Delegation of Authority, Responsibility, and Accountability.

The Supervisor in this case must be responsible for the carrying out, and accountable for the results of a management plan, the contents of which he apparently had no authority to control although it was to be carried out on his forest under conditions which he was probably more familiar with than the men who made the plan were.

The objectives may have been set forth in a broad way in the plan as it was written but with his familiarity with the facts that had a bearing on the application as well as the development of the plan the Supervisor should have been consulted in the Preparation. The "intensive application of human effort

to a single problem" works out, but frequently there are many variable factors that enter into the desired result to be attained, so that a Classification of Activities is needed to bring out all points to be considered which only can be secured by a consultation of all who have any knowledge that might have a bearing on the subject. In this case the specialists only took the data they collected, and developed it as far as they could, not having familiarized themselves with all the factors that might have had a bearing on the result.

The Supervisor was given the Responsibility of putting it into effect and I assume the authority to do so. While he could make a concerted effort to put it into effect as it was written, knowing he would be held accountable for results, I believe he would be under a serious handicap in its application. The factors he had knowledge of would become apparent as time went on and changes in the policies of the plan would have to be made. Before these would be put into effect the Regional Office would see the faults of the plan and it would have to be worked over. The Supervisor was at fault in that he did not get in touch with the staff men while they were on the Forest and let them know of all the ramifications that would affect the plan to be made.

2.(b) The Chief of Range Management and Regional Law Officer should have let the Ranger and Deputy go out of the room and secure what information they might have had; the Ranger's statement leading me to believe the two Regional Office men were not thoroughly familiar with the case, but before settling the case the Ranger and Deputy should have been consulted. It is understood that the Deputy and Ranger had the Responsibility (6), and the Authority, (7) to initiate action on this case and would ordinarily be held accountable for results. The Regional Law Officer and Chief of Range Management by excusing them and settling the case indicated lack of observance of the Principles of Responsibility, Authority, Accountability, and Executive Efficiency.

2.(C) I believe the Assistant Regional Forester was at fault in not instructing the Crew Boss to take care of the point in the fire which later got away. Under (9) "The Principle of Executive Efficiency" this was evidently one of "those matters which are exceptions to the routine under his control", and he should have taken care of it. Under Rorty's discussion "commandment 5" would not have to have been violated. A man experienced enough in fire fighting as to have become a Crew Boss could have seen the point of weakness and would have taken care of it with only a suggestion from the A. R. F., but in case he would not the A. R. F. should have given the Crew Boss a written order and told the Ranger of it when he could conveniently do so.

2.(D) My reading of the action taken to meet the lightning fire emergency leads me to believe that it was a splendid piece of dispatching and the action all through was all that could be expected.

The objective to hit the fires, hard and quickly with no lost effort or con-



fusion was met. That dispatching of available men right away and gathering of the extra 40 men awaiting further reports certainly showed they knew their objectives.

The principles of preparation were adhered to or else how could they have gotten these men lined up at that time of night, and ready to dispatch to fires.

Each fire represented a different activity that some one or more men had to concentrate effort upon. The Dispatcher classified their activities by fires, and assigned definite crews to each. (This resulted in his delegating to each crew his responsibility and authority which is principle 6 and 7 by Jones.)

It seems to me that all of the first 11 principles mentioned by Jones were exemplified in the action taken by Blank Forest on the 55 fires.

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ANDREW HUTTON

SAN JUAN

DURANGO, COLO.

2. Case (a) so far as the crew's work in the field is concerned shows clearly that there was a violation of the principles of delegation of responsibility and authority. Since the crew worked "largely" but not entirely under the direction of a Branch Chief it seems logical to assume that the Supervisor's authority and responsibility relative to that particular crew was not definitely defined. Since the Supervisor is ordinarily, and in all cases should be, responsible for the work done on his forest he should have had the full authority to handle the crew and any instructions issued by the Branch Chief should have gone to the crew through the Supervisor.

The fact that the crew worked partly under the authority of the Branch Chief and partly under the authority of the Supervisor was also a violation of the principle of coordination.

In the preparation of the report the Supervisor was apparently relieved of all authority and responsibility and while such things might be done within the discretion of the Regional Forester it is certainly poor practice for in this case the Supervisor was by the very nature of his position responsible for the preparation of the plan and such responsibility was taken away from him.

After the report was prepared the Supervisor should not have been required to affix his signature unless he approved of the plan but if in the opinion of the Regional Forester the plan was believed to represent the highest type for the area involved he should, regardless of the Supervisor's opinion, have required its enforcement.

Case (b) as stated does not furnish a complete picture. The circumstances of the case might easily have been that it was best for the law officer and Chief of Range Management to talk to the trespassers without the deputy and ranger being present. It appears that this was a case in which the trespassers

absolutely refused to talk otherwise. It is often advisable to settle such cases out of court because of decrease of costs; however, the example does not state that the deputy's and ranger's evidence was ever given any consideration. If such was the case the action was wrong. If on the other hand the law officer and the Chief of Range Management considered both sides of the case separately and weighed the statements of the trespasser against the evidence of the forest officer, then it may have been best to handle the case as it was handled. In any event it appears that the principle violated was that of accountability.

Case (c) perhaps does not violate any principle of organization as given by Jones but it does show violation of the principle of common sense. In this case the Assistant Regional Forester carried the principle of delegation of responsibility to the extreme with the result of loss to the Service. It was certainly his duty and responsibility to see that the fire was put out by the best possible methods, as quickly as possible, at the least possible cost, and with the least possible damage. By instructing the crew foreman he might have violated the principle of delegation of responsibility in as much as the responsibility for putting the fire out rested with the ranger but on the other hand the Assistant Regional Forester failed in his duty and responsibility by not correcting at once the mistake, error, or oversight of the ranger in charge.

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CHARLES B. MACK

COCHETOPA

SALIDA, COLO.

FRED STELL

WALTER A. WOOD

11.(a) The case of the staff men making a management plan for a Forest and then sending it out to the Supervisor to put into effect indicates the following:

1. There was no clear cut idea of the objectives to be accomplished and lack of observance of principle No. 1.

2. There may have been preparation for this job but it indicates that some intersecting causes were overlooked.

3. The principle of simplicity did not apply so much, or, if it did, it was complied with.

4. Lack of application of the principle of Classification of activities.

5. The principle of Specialization was probably overplayed to the extent that the work was handled by specialists who did not have the recommendations of men who may not have been specialists but could have given a helping hand.

6. It does not appear that the principles 6 to 9 entered into the matter so much.

7. The principle of Coordination probably was not followed and this appears to be one of the main points of failure.

8. The principles in 11 to 14 do not appear to enter into the situation



to a very large extent.

9. It appears that the principles of coordination and objectives were the ones violated to the greatest extent.

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WM. B. FAY

HAROLD L. BORDEN

HOLY CROSS

GLENWOOD SPRINGS, COLO.

2(a). The situation here violates, among others, principles 2, 6, 7, 8, 11. The Supervisor is delegated responsibility and is held accountable for the execution of the plan, although limited to no authority nor responsibility for the preparation of the plan. It is undoubtedly violating principle 4, in that in all probability the classification of activities named have placed the instruction and direction of the party of specialists preparing this plan up to the Supervisor. Coordination was lacking in that the other groups functioned without the Supervisor, who probably was most familiar with conditions.

(b) This is an instance of responsibility without equalized authority. In other words, the Deputy Supervisor with the Ranger gathered the evidence, but being a Regional Forester's case the Regional Officers settled it. The only other point concerned it seems to me is No. 2, or preparation. If the case was properly prepared there would be no reason for the ranger making the statement that they knew too much of the case, as the "facts" would be in the report.

### *Question 3*

As stated under principle 11 "there is no ideal type of organization for any given industry". Believing this to be true, it is felt that our organization is progressing. The perfection of the organization is directly proportional to the study and improvement of its needs. Principles 1 to 4 are observed through the Washington, Regional, and local officers through objectives, standards, job analyses and schedules. Specialization is practiced in the Regional, Washington Offices, but little on the Forests. Delegation of responsibility and accountability are quite definitely assigned, but the delegation of authority is not commensurate with the other two in that it is often intangible, overlapping, and too limited in scope to afford opportunity for full consummation of the other two. Principle No. 9, as stated in your discussion, has received very little consideration, and affords opportunity for extensive improvement: Coordination is improving, although this is dependent upon complete analysis of all the work. Principle No. 11 shows no constructive improvement; we are still going forward adjusting and allocating our human material on the basis of generalities, impression and opinions, with no definite reference to records or worthwhile ratings. Publicity here has a long way to go. In other words, there is little of this principle affecting our work, important as it is. Principles Nos. 13 and 14 appear to have been considered, but ultimate success here depends on the results of our planning, and are very much dependent on the other principles of management and the degree to which we meet them.

2.(a) In this case the Regional Officers did not observe the principles of good organization in the compilation of the management plan on an area under the direct supervision of another forest officer. The plan should be made in conjunction with the Supervisor so that all angles of the work would have been taken into consideration which would have made it possible for better and quicker application of the plan itself.

(b) In this case no decision should have been reached unless all officers of the Service were in accord as to what such a compromise was to be. This indicates a radical departure from good management and is a breeder for more cases and more discontent in this particular District.

(c) In all organizations and especially in our own organization there will always be found emergencies arising in which large values are at stake, especially in fire work.

The duty of the Forest Officers in this case was to assist the crew boss in executing the work that was badly needed and then to immediately inform the ranger of the circumstances and of the work done. This case indicated that the line of when and when not to act were too finely drawn or too closely adhered to.

(d) In this case it indicated that observance of good business management was in effect. One only needs to look at the picture of only 400 acres burned as the result of fifty-five lightning fires to see that the management worked perfectly even though there was lost motion in sending out crews to locations which did not prove to be fires.

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K. WOLFE

FLATHEAD

KALISPELL, MONTANA

3. The Regional Forester's meeting at Washington last spring brought out the need of having the Regional Office men inspect and supervise the Supervisor's work—not the rangers' work. Certainly that is as it should be, but how about the Supervisor? He inspects the work of his assistants, but he also inspects and supervises the work of the rangers, even though he has delegated responsibility and authority in connection with that work to his Assistant Supervisors. The Regional Forester, to a lesser extent, does the same thing with the Assistant Regional Foresters. Isn't that a violation of principles? How can it be avoided? Do we want to avoid it? Personally, I don't see any way out of it, but I do feel that we should realize that we are traveling a dangerous pathway and must be on the alert to see that we are giving our assistants a fair break. Like the trespass settlement mentioned under 2b, it may be all right for us to deal directly with the rangers, but we certainly should let the men we are holding responsible in on it before we make too many decisions.



3. According to Jones there is no one form of organization which will fit all cases. Accepting this as true we should not expect to find a made to order form which would fit the Forest Service. We will have to take our own measure and make an organization plan to fit our needs.

A good many things occur which interferes with the smooth running of Forest management. Many of them should not have happened, would not have happened had the principles of good business been observed.

Take for example a Forest where only one of the rangers was familiar with the district to which he was assigned and two rangers had never administered a district before. The field season would be all too short for a supervisor laboring under such a handicap. As a last straw have eight Regional and Washington officers strung along throughout the season visit this supervisor.

I don't just know what principle was involved in this case unless it could have been the principle of self-preservation for the supervisor.

I imagine that when properly organized our personnel troubles will almost reach the vanishing point. I hope so anyway.

The fact that we are working under governmental regulation interferes tremendously with the application of business methods to our work. People don't expect it. The Forest Service has always been a surprise with its efforts toward a business organization. In discussing the first subject in this lesson I could clearly see that most of our troubles are brought about through violation of some principle of organization. I believe that much study and thought can well be devoted to this subject.

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DONALD E. CLARK  
E. A. SNOW

ARAPHO

HOT SULPHUR SPRINGS,  
COLORADO

3. Considering Sheldon's principles and Rorty's commandments, we would say that the Service organization is on the right track but has a long way to go on certain of these points. It has made good progress on most of them.

Under Item 9 (Sheldon), an appreciable portion of this principle is within the jurisdiction of the executive. We believe that the extent to which a Supervisor is hampered with routine duties depends not wholly but largely upon his own method of organization.

Item 12 appears to be one of the principles where the Service has considerable room for improvement. A full explanation of the "Why" of a job (for instance, reports) to a Ranger will in many cases save much energy on the part of the Supervisor, and the Ranger himself in attempting to get things done right and on time. The principle is just as applicable all along the line as was evidenced with the installation of the present plans of work.

The Principles of Delegation of Responsibility, Authority, and Account-

ability are as a rule very well applied to all positions in the Service, except those of Junior Forester or Technical Assistant and Assistant Supervisor. These positions occupy that between that of the Ranger and the Supervisor without the Authority, Responsibility, or Accountability of either. Very often, these principles are poorly defined for these positions. The Junior Forester, or Assistant Supervisor often does odd jobs which the Supervisor is not particularly interested in personally or just prefers not to tackle.

What we are trying to bring out mainly is that many men in these positions do not know exactly or even in any large measure just what their Responsibility, Authority, and Accountability are. Has not the Service as a whole overlooked a well defined pointed program or system of development and training of men in these positions; and instead depended entirely too much on individual initiation and ability of the man?

Item 5, (Rorty) we believe to be followed fairly well as a general rule. While most of these principles are subject to necessary exceptions, there are far too many exceptions to this principle for the good of the Service. In the case of a Regional Officer inspecting the work of the Ranger instead of that of the Supervisor, the Ranger begins to wonder just where the Supervisor comes in and just what the accountability of the Supervisor really is. The resultant frame of mind on the part of the Ranger is not apt to be very conducive toward efficient work.

Items 6 and 7 appear to be followed quite closely as a general rule. We can think of no necessary exceptions on these two items. The occasional exceptions found in practice, particularly on Item 6, are of such importance as to nullify much of the good work done along this line, and leave a lasting imprint on the minds of subordinates which is a very deterrent factor in the man's work.

On Item 10, we do not agree entirely with Kep. Possibly, the impression on the subordinate by the superior by means of actual field check against this standard (i. e. demonstration) is as much a weakness on our part as the maintenance of the standard or "independent check".

It may be assumed that those principles not discussed in detail above are, in our opinion, being well followed by the Service to the extent which they are applicable to our type of organization. However, we do not intend to convey an impression of lack of importance on such points.

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SAM R. BROADBENT

CHOCTAWHATCHEE

PENSACOLA, FLA.

3. I must agree that your observations are as keen as ever, and I am in agreement with your "criticisms", if we are allowed to call them that. Most Service troubles are brought about more by the lack of observance of the "Principles" due more through ignorance and stupidity than through wilful action. I believe that there are occasional exceptions to the above, however.



Sometimes I think that the Forest Service is "all wet" when it ~~comes~~ to coordination, and as an organization is the proverbial "weeds", but then I discuss this or that with representatives of other Bureaus' and find that after thirty years of existence we are not so bad at that. One of our difficulties is that we are trying to accomplish too much with limited personnel in accordance with "the minimum number consistent with economic operation".

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J. C. WHITHAM

BEAVERHEAD

DILLON, MONT.

3. Regarding the tenth commandment, I agree that as an organization we fail very often to provide facilities by which our employees may maintain a check on the quality of their work. A ranger or Supervisor may get "buried" so deeply for a long term of years in his local problems that without more intensive inspection from sources outside the Forest itself or without some definite system of educational details he may slip a long ways without ever realizing it. Both the quantity and quality of our inspection at best is so poor that I have frequently known ranger districts or even Forests to run along for years without any real outside field inspection. Then again, rangers or Supervisors frequently remain for long periods on the same district or Forest with practically no real contacts with other Forests or new problems. I decidedly lean toward lengthy assignments as the best policy for all the Service personnel but I think that where we work toward them we should set up a definite plan of educational assignments, like sending a Supervisor to take charge temporarily of another Forest for a period of six months and, also definitely encourage more than we do inter-Forest inspection. I have personally picked up more good ideas by seeing what the other fellow was doing than I ever worked out through painstaking efforts alone.

In our Forest organization I believe responsibility is pretty well fixed on the Supervisor's shoulders at least, but I also believe as an organization we lack in delegation of the authority that should go hand in hand with it. For instance, a Supervisor may be transferred to a new Forest. There is seldom any deviation from the rule that he is held responsible for results there, but if he happens to be unfortunate enough to inherit the wrong kind of a personnel, whether it be inefficiency, wrong location, or simply a clashing of personalities, he usually meets up with all sorts of handicaps and limitations in being able to shift and adjust the human material for the accomplishment of the best results. Two men equally efficient may not be able to work together to the best advantage at all and the leader should not so often find it necessary to be forced to fire a man in order to get his organization shaped about in the best manner.

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ALVA A. SIMPSON

CUSTER

MILES CITY, MONT.

3. Like you, in the reading of the principles I was mentally applying them to our own organization. Having briefly discussed the application of

Jones 14 principles, I confine these comments to Rorty's ten commandments.

6, 8 and 9. I think we observe to a high degree. 1, 2, 7 and 10 are partially observed. Certain responsibilities are well defined, others are not, but as a whole we are progressing each year toward a better observance of 1. Two follows one, as we define our responsibilities, we correspondingly delegate more authority. Seven is fairly well observed, but haste and lack of analysis of the cause of differences between employces as to authority causes some friction that justifies this principle to be classed as partially observed. It could very easily be observed, since the very nature of our organization is to define responsibilities to various officers.

I think we rate rather high on 10 but not so high as to justify classification of observance. 3, 4 and 5 I class as failures insofar as our organization is concerned. 3 is constantly being violated from the Forester's office down. 4 is difficult to observe where we have branch organization and all of us have experienced the situation described in your discussion. 5 is generally violated but has shown considerable improvement in the past few years. I think we are heading toward observance of this principle, except in serious emergency.

C. L. VAN GIESEN  
WM. R. KREUTZER

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COLORADO

FT. COLLINS, COLO.

3. There follow a few observations on the principles of Jones as related to the Forest Service organization.

### *Objectives*

There can be no doubt that we have plenty of so-called objectives. The manual, handbooks, and practically all plans are saturated with them. It would seem that we have elaborated too extensively on our objectives to the detriment of our somewhat obscure elements of quantity and quality of production.

### *Preparation*

Our organization seems fairly strong in the elements of preparation. The standards which form the basis of preparation are rather complete, although sometimes indefinite. A rather common weakness seems to be inadequate correlation between standards, and the revision of individual standards to fit existing conditions.

### *Simplicity*

Simplicity is vital to a good organization. There will be many of us who will feel that there has been and will be unwarranted over-emphasis on some activities. There may be some who will insist that this is necessary to progress in an organization. Has the large expenditure in time and money, necessary for the preparation and analysis of the administrative plans, which a majority state are unworkable in their original form, been justified in view of the results?



### *Classification of Activities*

The activities of the various members of our organization as a whole seem fairly well classified. An exception may be in the "assistants" all through the organization, where there is often a rather hazy conception of responsibility and authority.

### *Specialization*

Specialization in the Forest Service organization is limited to the Forester and Regional Forester's Assistants, and to a limited number of men assigned to Forests as specialists in grazing, timber sales, fire, improvement, etc. The functional portion of our organization is practically confined to this limited group. As brought out in the discussion of Lesson 1, the District Rangers and also the Supervisors and their assistants must be veritable "jack of all trades". It seems probable that we have too much generalization in these positions.

### *Delegation of Responsibility*

### *Delegation of Authority*

### *Accountability*

These three principles are so interrelated that they will be considered together. It is felt that these principles are of paramount importance in relation to our organization. We will all admit that the delegation of responsibility and authority for specific activities should be without reservation. However, there are possible dangers in delegation in our type of organization. We will consider a case in Forest Management. Assume a Forest with a Supervisor and two Assistants and a Regional Office branch of four men, each of whom has authority on a timber sale. Is it not safe to assume that there will be considerable variation in the way an application of a policy is interpreted? In this case it seems that responsibility and authority is vested in too many individuals. To whom is the timber sale Ranger accountable, when each of the men above can criticise him directly?

### *Executive Efficiency*

We will not agree that the Forest Service had made a complete failure in this principle. In many cases, of course, too many individuals are reporting to an executive. On many Forests, however, the Supervisor is not bothered with routine work. Correct delegation shunts a considerable amount of work around him, so that his only contact with many cases is simply signing a report or a letter. If he has confidence in the person to whom the work is delegated, he does not and should not question the individual's judgment.

### *Coordination*

No doubt the Forest Service has gone a long way towards proper coordination. Lack of coordination is still manifest when large nonrecurrent jobs are assigned without giving due regard to other important work.

### *Adjustment to Human Material*

The Forest Service, while not perfect, has gone farther than most industrial organizations in adjusting the assignment of duties to the knowledge, ability and personality of individuals.

### *Publicity*

We will agree with the lesson that generally the Forest Service has failed in the matter of properly and fully enlightening the members of the organization concerning the assignment and delegation of duties and responsibilities throughout the organization as a unit.

### *Adaptability*

### *Self-Perpetuation*

These principles are so related that they can readily be discussed together. Our organization is very well adapted to meet a situation of changing conditions or personnel. The majority of the persons in the organization are or have been "jacks of all trades". This tends to give the organization flexibility in meeting changing conditions. Practically everyone in the organization who holds an important position, except possibly the District Rangers, has assistants. If these assistants are properly trained we should have no fear of changing personnel.

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J. F. BROOKS

SELWAY

KOOSKIA, IDAHO

3. The Principle of Objectives seems to be a rather comprehensive statement defining all that is needed to successfully conduct a business. The other principles all tend toward the accomplishment of this one. To say that our organization is complying with the requirements of this principle would be untrue. We have objectives of varying degrees of definiteness and, I believe, do quite well in keeping them from becoming clouded but in few, if any, respects do we know "the successive steps to reach that objective".

In the matter of "Preparation" there always seems to be much more needed, some due to lack of foresight and some to lack of facilities. I believe, however, that we are making substantial progress in this line and that many failures are due to lack of technical knowledge and experience rather than to unwillingness to prepare or complacency. There is a constant drive to anticipate every need for every emergency and to weigh each and to prepare to the extent which seems justified.

The "Principle of Simplicity" suffers when it gets into the realm of Government business. The elaborate system of checks sometimes seems to go beyond all reason as, for example, in the case of a voucher returned to a Montana Forest last year. A quart of gasoline had been purchased for use in spreading smoothly the crayoned color on a map. The Comptroller's office wanted to know if the gasoline tax had been deducted. Here was a possibility of an error involving 11-4 cents and the time spent in running it down very likely cost the Government a thousand times that amount. Congress hampers the



efficiency of all Government departments by restrictions of various kinds which complicate the conduct of the business. Aside from factors of this sort, over which we have no control, I believe we have quite well eliminated the frills and that any innovation must first be shown to have satisfied this principle.

The Principles of Classification of Activities and Specialization are applied to the extent practicable. The quantity of some sorts of work to be performed does not permit having it handled by specialists on a Forest. When there is sufficient timber sales work to warrant detailing a man to sales this is done. If there is sufficient truck driving to do, a qualified man is assigned to this work, and so on with all specialized jobs. Geographic conditions limit the possibilities of classification and specialization to a great extent. If it were not for "travel time" we could functionalize the Forest organization, but distances to be travelled on foot or horseback are too great to permit this beyond certain limits.

The Principles of Delegation of Authority and Responsibility and of Accountability are often held up before and by us. I have never had an assignment in which I felt that I was delegated full authority and responsibility or held solely accountable. I have been given jobs to do and told what results were expected and then, in varying amounts of detail, just how these results were to be obtained. We tell a fireman that it is his job to get the fires when small and specify that he is to carry a 35-lb. pack when he starts to it or lose his job. Or do we tell him this—"It is your job to carry that 35-lb. pack to the fire and put out the fire by the use of tools prescribed for use and methods taught you"? I do not mean to imply that these restrictions are always had but certainly not many in the Service are given full responsibility.

The Principle of Executive Efficiency, as Mr. Keplinger mentions, receives too little consideration and involves a matter which is difficult to control. If followed out literally much of the personal touch executives of various grades usually have would be lost. I believe there are many able executives who do not stick to it and that is partly a matter of individual capacity. Jones makes an implication which I question: That is, that routine duties should not fall on the major executive. Routine work often offers opportunities for the exercise of executive skill which justify their coming to his attention.

I do not feel that we need be ashamed of our progress in securing co-ordination. Occasional friction between adjoining ranger districts and Forests crops out but as a rule we are all pulling together. Lack of assistance when needed by one unit from others is more often due to failure to call for it than refusal to grant it.

Adjustment to Human Material—in the Regional classification of temporary employees there is one heading, "Not Be Re-Hired in the Same Capacity", we recognize that a man who is not a good foreman may be a first-class laborer and do not let him go because he is not a good foreman if he will accept demotion. If a ranger does not handle his public contacts well but has qualities

which fit him for a back district not frequented by the public he will be changed. We adjust to human material and do much in attempting to adjust the human material to the job.

“Check and double-check” on Mr. Keplinger’s comment on the Principle of Publicity. I could mention some examples which would bear out his contention but they would be too much of a similar nature to justify the space.

Adaptability—if the Service is not adaptable it is nothing. This subject does not, to my mind, require any discussion.

I believe the experience during the War demonstrated that the Service can exist and continue to function even during the heavy turnover of personnel. On this Forest we plan to have someone on hand to fill almost any job in case of changes in the temporary personnel. There are enough men in the trail crews who are trained in lookout and fireman work to step in and fill the places of a number who normally leave during the season and there are always qualified candidates for these jobs at the beginning of the season. There are a few temporary men any one of whom could handle a ranger district. The Service is a hard place for a man to establish himself as indispensable. His loss may be felt but only in exceptional cases is it for long.

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P. KEPLINGER

WASHINGTON

While the cases used in these lessons are all taken from actual cases and are correct as far as they go, they necessarily do not give the complete case. We are, therefore, not discussing the original case but that part of the case as stated, and criticisms are understood not to apply to individuals. Of course, there were other factors which may have justified the action, but we are discussing only the factors given and what they may suggest or indicate.

The cases used in this lesson are well covered in your discussions, but still I want to exercise my prerogative of discussing after I have read your discussions.

In 2a it seems to me most of you have missed the point. The mere fact that the Supervisor has charge of the administration of grazing on a Forest does not give him the right to prescribe a plan any more than it does to approve or amend the grazing regulations. The point it seems to me is that the organization plan of the Service prescribes a definite method for planning (see manual page 36-G) which was not followed. The organization plan was definite enough; it assigned jobs and responsibilities, but the job was handled another way. That indicates that the coordinating machinery was out of repair, does it not?

The manual line-up would not preclude the assignment of staff men to the collection, classification and analysis of data as a basis for the plan. The final decision in planning is a line job. Fixing the responsibility for this



decision is organization. This same line officer who approved the plan in this case would eventually have had to either approve or disapprove it anyhow, so you may say, "what's the difference"? However, I think all of you have shown that you do see a difference.

2b. Here again it is well to consider first what our organization plan is for handling such cases, and then whether or not it was followed. The manual prescribes pretty definitely the duties of the men involved. I do not find that in any case is the ranger given authority to settle a trespass. He has a duty which among other things requires that he collect the facts and report them in writing. This we assume the ranger had done. Cases are settled either by the Supervisor or the Regional Forester. This seems to have been a Regional Forester's case and was handled by his representatives. So far it seems that the organization plan was acceptable and that it was followed.

The only thing that suggests anything wrong was the remark of the ranger. He seems not to have understood his true relationships to the case and to the other men involved. Frequently a ranger does not know definitely his responsibility and authority even when it is printed in the manual or elsewhere. He knows that sometimes his supervisor assists him in an informational and advisory capacity, allowing him to make the decision, while at other times the supervisor makes the decision himself. He does not realize that in the one case he has been delegated the authority and that in the other he has not, and thinks it is merely a matter of caprice. This confuses his thinking and frequently reflects unfavorably on his morale. That may have been true in this case.

As pointed out by a number of discussions the Assistant Regional Forester should be careful to so exercise his authority as not to appear to be acting over the ranger's head or so as to prejudice in any way his standing or authority or prestige. I think this probably was done.

2c. As pointed out in the discussions this could have been handled as an emergency or the ranger might have delegated to the Assistant Regional Forester authority to cover action in such cases.

2d. Everyone recognized this as an example of good organization but I wonder how many analyzed it far enough to see just how good. It doesn't seem to me right to call it just a case of "quick thinking" or "good judgment". The thinking was done in advance while there was time. The organization was there in advance; it merely functioned.

But what was necessary to build such an organization? In the first place there must have been an objective; not just a general objective like "the greatest good to the greatest number" or even to "hit all fires quick and hard. There must have been first a study of conditions to find out what the objective should be, including a forecast of the probable maximum of lightning fires. Then there must have been the determination of some such objective as this, "an or-

ganization ablet to get, under our conditions, sixty fires in six hours". After that a lot of detailed study as to what that meant in men, equ pping, location, transportation and finally the secur ng, equipping, locating and training of the men. Good organizations do not just happen and men are not just men.

Another thing I want to mention again: Two years ago we discussed responsibility, authority and accountability, and I still seem to be as far out of line with thought on these subjects as I was then. So many of you say that the three go together. It does not seem to me that they do. For example, as shown by your discussions in this and in lesson two, the deputy on most Forests has practically the authority of the Supervisor but he does not have the same responsibility. You are responsible for your Forest and you hold the rangers responsible direct to you. The deputy has only a general indefinite responsibility for helping out. This is the general case as it has been stated. And while in general authority goes way beyond responsibility, in some cases it is the other way around.

As to accountability, we have it of course but usually it lags behind. For example, in one of the cases sent me for use in this course, the Regional Forester had had a specialist investigate the relative value of dipping and brush treatment of shingles. As a result instructions were sent to a Supervisor to have shingles dipped. They were not. The Supervisor said he did not believe in the principle of dipping. Now as I understand the term, "full accountability" would have required that the shingles be removed, dipped, and replaced at the expense of the Supervisor. Why should the public pay for his refusal to obey orders?

Of course, if he does not change his ways there will be an "accounting" some day, but as I said it is usually away behind.

behind.

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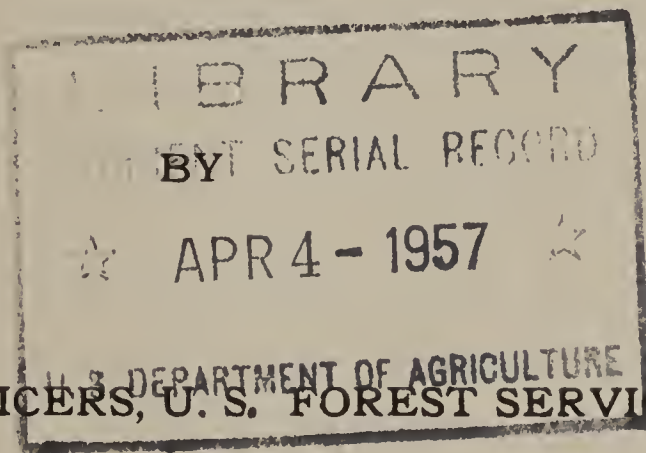
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# ORGANIZATION

A STUDY OF

PRINCIPLES AND TRENDS



FOREST OFFICERS, U. S. FOREST SERVICE

## FOURTH LESSON

February 3, 1931



Discussions of this lesson should reach  
 Washington not later than February 26, 1931





## AN EXAMPLE OF GOOD ORGANIZATION

The Organization chosen for study is described in the "supplemental reading." This description was prepared by a member of the Company, for presentation at a meeting of the Taylor Society, a society "interested in the development of the science and the art of management". The discussion, however, does not give us a complete picture of the Kendal organization but only the main outlines of the part of the organization which binds the regional groups together. It attempts to show the relationship of the administrative, directive, policy forming group to the operating branches. While we, no doubt, would be more interested in the organization down nearer the plane where the actual work is performed, yet we all have these same problems and can learn from the Kendal experiment—or demonstration.

This Company was chosen for study primarily because of its President, Henry P. Kendall. He is also President of the Taylor Society. In his early business life he was associated with Taylor and became interested in Taylor's theories of management and functionalization. He is nationally known as a writer on management, and is recognized as one of the leading authorities on organization. Being a Taylor disciple he emphasizes functionalization. In addition to all this, he has been and is a very successful business man. The organization plan here discussed represents his idea of the practical application of the theories and principles of organization. It is generally recognized by others as being of high type. And it works. The Company is prosperous in an industry that has been hard hit. What we, as students of organization, would like to do is to find out how and why it works.

The first part of the paper is historical and if you are pressed for time it need not be read, but do not skip further than the section on "Divisional Organization". From here on the new organization is discussed.

The fact that the paper, with a general title, is narrowed down to a discussion of merely one phase of organization, is significant. It indicates that this phase is the real problem in large Companies, or at least that it is the problem of most interest to the meeting. It is the problem of correlating the staff and line. The writer says that "the staff development and functioning of the staff executives are features that are perhaps new". Its objective seems to be to offer "maximum opportunity" with "minimum interference with individual initiative and responsibility". If it accomplishes half of the things attributed to it by Mr. Lamson in the first paragraph of part III of his paper, it would seem to me to be a pretty successful plan.

As stated by the author, the line organization is not distinctive. At its head is the President who retains authority for making "major decisions" but who has delegated to his regional managers very broad and very "definite line responsibilities", so broad in fact that we are told that "each division" (region) "is self-sufficient". Yet, it has a staff overhead for "coordination and control",

to “unify policies” and “standardize best methods”. I wish the author had given us more detail on just how it is done and had illustrated it with cases.

The function of the staff committee with relation to the president is easily understood. It is purely staff. It investigates, advises, recommends. It makes no decisions and issues no instructions. It works for the president but does not act for him.

But when we come to the relations of the staff with division executives we do not find the statements so clear-cut as we should like. We are told that each has “functional responsibility” for “certain activities” in his own field. Functional responsibility usually implies line authority. They work with the operating divisions “*principally* on methods and questions of policy.” *Principally* is not all; how else do they work with them? What authority have they over divisional line executives? If a sales manager in, say the Southern division, developed a sales plan which the staff vice-president in Boston did not favor, what would become of the plan?

But before following this idea further, let us consider the chart. It shows the staff responsibility as going direct from the headquarters staff man to the division branch with no pretense of passing it thru the division manager. Whatever authority they have is a direct functional authority, and is limited to the field covered by the functional line executive in the Division. Any matter not delegated to the Division executive, that is, matters within the province of the Division Manager, would have to be taken up thru the President, and if it concerned more than one branch this would mean first taking it up with the Staff Committee—a slow method not adapted to executive action but all right for administrative policies or major plans.

As I understand the discussion, these staff men must depend not on legal authority but on an “authority of ideas”. We have something of the same idea in our Manual where it says that certain executives have such authority as they are “able to exert by a knowledge of their work”. It is the same idea we discussed two years ago when we said “the situation gives the order”. The Division executive has a definite responsibility for getting out the work. The Staff executive has a responsibility for knowing and developing best methods. He goes to the Division as a consulting expert. The division executive must meet his own schedules. In fact there are “incentives” which make him anxious to surpass these required schedules. Therefore, he is on the lookout for improved methods—anything, in fact, that will help.

So when two men come together under such conditions, one with incentives for helping and the other anxious to get help wherever he can, there is not much time spent on the question of who is boss, but each is intent upon studying the situation. What does it indicate is best? What orders does it give? The one looks at it from the viewpoint of his broader experience and knowledge of other plants, the other from his intensive knowledge of local



conditions. It takes both to make the "total situation" from which the "order" should be drawn. Sometimes this order is an improvement in method, a new standard, a new record for control, or a local understanding or application of a Company policy.

However, it seems probable that, in spite of all the nice things said about them and their "willingness and ability to cooperate", these men are only human, and as such will at times interpret the situation differently. In such cases it seems that the Staffman has certain functional line authority. We are told that this is limited and definite, but we are not told how limited or what sort of cases it covers. If the case on which the two executives could not get the order from the situation, fell outside this limitation of authority, the local man's decision, it seems to me, would govern until it could be referred to a higher authority. If it fell within the authority delegated to the local manager, he would decide; if not it would go to the President. At least, that is my interpretation of how it would be handled, based on the information given.

It is interesting to notice their method of handling research. For some reason the line of functional authority runs through the General Manager's office and not direct to the branch. We are not told why this is. I presume it is that the research men, without the administrative contacts, would have a tendency to spend their time on problems technically most interesting without regard to their economic value to the Company. Having them directly under the Manager, gives him a chance to direct their studies to the problems on which the line officers need help.

In attempting to check this organization against the fourteen principles, as we did our own organization in lesson three, I find that Lamson has told us that every single one of them is observed to a very high degree, except possibly "three" and by inference we judge that this one is.

Lamson emphasizes their objectives; the Staff takes care of "preparation" and "classification" of activities; the functional vice-presidents are for "specialization"; we are repeatedly told that definite "responsibilities" are delegated and line men given "authority" to act; each man is accountable for reaching "known and desirable goals"; and so on right thru the list. But as said before the discussion centers around principle 10, correlation—the correlation of line and staff. We are told that this difficult problem has been successfully solved. But suppose that one of the staff, say the "Raw Materials Purchasing Executive" is an aggressive, direct-actionist who likes to do things himself. What is to prevent him gradually taking over the purchasing duties of the divisions and building up a central purchasing organization? This tendency will develop. If there is no definite way to check it, it will probably happen. I'm not so sure that it won't happen. The organization is still new.

#### *Suggestions for Discussion:*

1. Compare this organization plan with our own. Show similarities and

differences rather than attempting to show which is best.

2. How would the Kendall Co. have handled the case 2-a given in Lesson Three? This is the case where the Staff men prepared a Management plan and sent it to the Supervisor with instructions to put it into effect.

3. For years in our Service there was a general feeling among line men, especially in the field, that our cost system was inadequate. We talked about it a good deal, made changes a time or two and finally had a general all-round discussion of the whole subject by field men. As a result, a new system was devised, tried for two years on a few Forests, and after revision, will be installed for general use.

Faced with the same need, how would the Kendall Company handle the same problem? Go into considerable detail showing what office or officer would handle each step. It is not assumed that they would follow our procedure but only that they had the need and took steps to supply it.



## SUPPLEMENTAL READING

### LESSON 4

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## GENERAL ADMINISTRATIVE ORGANIZATION AND CONTROL

By FREDERICK L. LAMSON

*Assistant to the President, The Kendall Company, Boston, Mass.*

### I.

Scientific management began with the shop. Its objective was the finding of all the facts on each job, intelligent analysis and interpretation, and effective application to the solution of manufacturing problems. It completed its objective with each job. It put its units of finished work together in a united and complete whole. Its contribution to industry has won from the world the appellation "excellent."

The problems of administrative organization and control involve many intangible elements, such as human behavior and motivation, aims and purposes, objectives and goals. These problems have been and are now placing upon scientific management a new and heavier demand. The scientific method of solution of such problems was indicated by Taylor when he wrote:

"We are now but on the threshold of the coming era of true co-operation . . . All great things will be done by the co-operation of many men in which each man performs that function for which he is best suited, each man preserves his own individuality and is supreme in his particular function. . . . and yet is controlled by and must work harmoniously with many other men."

The friends and disciples of Taylor, those who believed in him, caught his vision and were inspired by his ideals, are carrying on and are approaching the accomplishment in the broader field of administrative organization of what has been so well done in the field of production. The facts of the intangibles are being ascertained, described and evaluated, thus furnishing workable tools for creative leadership.

Under the constructive leadership of Henry P. Kendall, the president of The Kendall Company, who is president also of the Taylor Society, a plan of administrative organization and control was conceived and developed in order that the ideals or objectives for which we are striving might more effectively become realities, and that a closer approach might be made in the upper strata in management to that which has been so successfully accomplished under the Taylor System in factory management.

This plan is in successful operation. We believe it is concomitant with all that the principles of scientific management imply, and is one further evidence that we are nearing the goal which the industries of the civilized world

require and have just reason to expect will be reached.

The story of The Kendall Company plan and its development will constitute my discussion of the subject "General Administrative Organization and Control."

1. *Definition of Administrative Organization.* The function of administrative organization and control is to marshal and integrate the known facts of psychology and economics for the utilization and correlation of the human and material resources of a given enterprise in a way which will most effectively:

a. Promote its continuance and sound development from an economic standpoint.

b. Contribute to the development and welfare (physical, mental, spiritual, material and social) of the individuals directly connected with it or within the sphere of its influence.

c. Promote social welfare by rendering a needed service with the maximum economy of material and effort.

2. *Basic Principles and Factors in Administration and Control.* Analysis of plans of administrative organization and control which have been developed by various successful enterprises shows that however much these plans may vary in detail (and they do vary widely) they are based upon the correct application to a given situation of a relatively few basic principles and factors. Such plans embody in all instances several, and in rare cases all, of the following elements: (1) constructive leadership; (2) the development and application of sound policies; (3) recognition and varied application of research; (4) intelligent selection and utilization of executive personnel; (5) emphasis upon the training function; (6) definition and development of responsibility; (7) effective motivation of the organization; (8) means of measuring actual results against well set standards.

These factors react upon and are reacted upon by the organization plan.

Constructive leadership is the keystone of the organization arch. Potential and actual capacity for leadership of this type must be present in any organization which aspires to large success economically, or in the broader sphere of social usefulness.

What is not so obvious is that the type of general administrative organization found in any particular business is not only a reflection of the capacity, or lack of capacity, for constructive leadership which exists in that business, but the type in use determines to a great extent the degree to which such capacity may realize itself.

If the plan of organization is such that the aims as expressed in the enunciated policies of the business can be carried out by executives of adequate ability and experience, soundly motivated and working within well defined lines of responsibility, the chief executive and his associates, freed from the pressure



of daily operating detail, but secure in the adequate control which sound organization makes possible, will be able to bring to bear all of their capacity for leadership.

In the field of planning and policy there are two broad functions which must be performed in any business—first, the making of plans and policies to fit the exigencies of a particular situation, and second, the successive execution of these plans and policies. When these two functions are confused, as they too often are, so that neither is well performed, this is usually due to bad organization, not to the fault of individuals.

In a similar way, it would be possible to analyze the interaction between each of the factors I have mentioned, and the organization plan in use, but time limitations make it desirable to proceed immediately to a description of the way in which The Kendall Company has built its organization structure on these foundations, and to follow this by a summary of the results of this plan as we see them.

## II.

### THE ORGANIZATION PLAN OF THE KENDALL COMPANY

It has been well said that any institution or organization is but the lengthened shadow of a man.

To explain clearly the present organization plan of The Kendall Company and its operations—why this plan was developed and how it works—I will first outline the fundamental concepts and ideals of the founder and present head of The Kendall Company, Henry P. Kendall, and sketch briefly the historical background without which it is difficult to grasp the essential significance of any evolutionary development, such as our present organization plan.

1. *Underlying Purposes and Objectives.* The history of the company covers a period of more than a quarter of a century, dating back to 1904 when Mr. Kendall at the request of friends took hold of the insolvent Lewis Batting Company at Walpole, Massachusetts. Later known as the Lewis Manufacturing Company, this rejuvenated business became the nucleus of the present group of nine plants. In those early days, the first Kendall unit was a small and struggling business, housed in a few wooden buildings, without organization, financial resources or much of anything except problems.

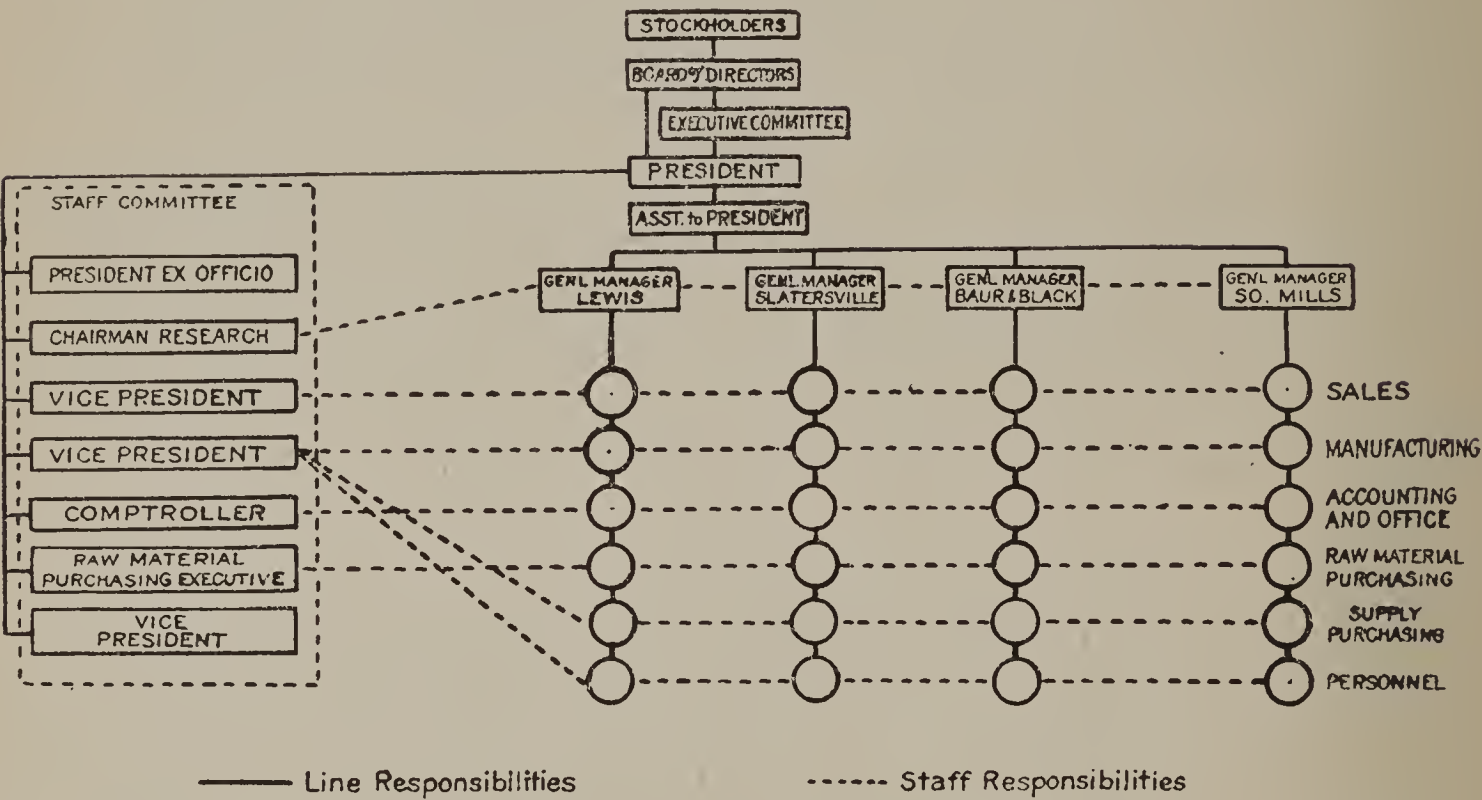
Looking back over the history of the intervening years, it becomes clear that the development of this business has been furthered by intelligent adherence to certain objectives, economic, social and humanitarian.

2. *Economic Objectives.* The textile industry was then made up, as it has to a large extent continued to be made up, of numerous small and relatively weak plants, operated along traditional lines, often with antiquated and inefficient equipment, without, specialized skill in either buying, manufacturing, selling or financing. The finished product was sold, as a rule, through com-

mission houses, unbranded.

In this situation Mr. Kendall saw an opportunity for a business which would attain success through:

- a. The carefully controlled purchasing of suitable raw materials of high quality.



## ORGANIZATION PLAN OF THE KENDALL COMPANY

- b. The manufacture of these raw materials in well designed, well equipped, well organized plants, with a personnel that is well chosen and adequately paid.

- c. The distribution of these finished products, in trademark or branded form, through the company's own sales organization.

That these economic objectives were sound is shown by the fact that through many vicissitudes of the general economic situation, and in a highly competitive industry, the company grew in size and strength until today these objectives are fully carried out in the nine plants owned or controlled by The Kendall Company.

3. *Social Objectives.* The Kendall Company has been actuated by certain fundamental concepts, motives and desires, developed in common purposes, which have given it its present special character. The main objective inspired by its president has been sound, sane, permanent social betterment and economic well-being, first, within the sphere of its own activity, and second, within the scope of its influence. Wherever this company has contacted, we find happier men—men inspired to do better, perhaps their best; better homes; children better educated, better clothed, better nourished, and all with a continually broadening vision and a keener appreciation and sounder appraisal of the art of living.

The Kendall Company, under Mr. Kendall's management and adminis-



tration, has demonstrated how the resources of the company, gotten together by foresight, courage and proven judgment, and operated apparently to produce certain textiles, can be exploited successfully for human welfare and economic well-being and for the enrichment of human lives. In organizing and carrying forward this business, our aim is that its resources shall continue to be enlarged and expanded in order that further opportunity for such exploitation may be provided; that the company may demonstrate, further test and establish in practice its ability to harmonize operative methods with the requirements of human nature; and that it may lift the general level of industry of setting forth new ideas of efficiency, even-handed justice and democracy, and by establishing them as realities in a science and art of management.

### HISTORY OF ORGANIZATION DEVELOPMENT

From an organization standpoint, the history of The Kendall Company may be divided into three phases: (1) the pre-organization phase; (2) the loosely-knit organization phase; and (3) the present phase of integrated and defined organization.

The pre-organization phase covered the years from 1904 to 1917. The phase of loosely-knit type of organization is about a year old. integrated and defined type of organization is about a year old.

1. *Pre-Organization Phase.* The term "pre-organization" needs definition. It covers a period of development through which most businesses pass as they grow from small to larger size, during which the guiding spirit of the business must himself be the organization and not only formulate policies but make and execute most, if not all, executive decisions.

If the chief executive has vision and ability a business under this plan can grow, up to a certain point, at which it becomes necessary to delegate important responsibilities and to develop organization.

In The Kendall Company this first phase extended from the year 1904 to 1917. Meanwhile, the company had experienced a substantial growth. Two additional plants had been acquired—a northern finishing plant in 1915 and a southern cotton mill in 1916.

2. *Loosely-Knit Organization Phase.* By 1917 the size and complexity of the business made it necessary for the chief executive to relieve himself of some of his multifarious responsibilities.

The first step in building a self-sustaining organization was the selection of three experienced executives for the parent plant at Walpole, a sales manager, a works manager and an assistant treasurer, responsible respectively for selling, manufacturing and accounting, financial and office functions.

These men were brought in from the outside, there being no suitable material available within the company. Since that time the organization has largely been built up from the inside, chiefly through the acquisition, training and promotion of young college men, added from year to year.

During this phase, extending from 1917 to 1929, a second southern cotton mill was bought in 1918, a third in 1924, a fourth in 1925 and a fifth in 1926. The purchase in 1928 of Bauer & Black, Chicago surgical dressing house, brought about the necessity for the further development of organization, and marked the close of the intermediate phase.

During this period the parent plant at Walpole was operated by an executive committee consisting of three senior executives, each responsible directly to the president. There was no general manager. The finishing plant at Slatersville was in charge of a general manager, while each of the southern mills had a local manager, also responsible to the president.

It will be seen that under this loosely-knit type of organization:

- a. Local authority was relatively weak in most instances.
- b. Many executives and functions were directly responsible to the president.
- c. There was no well defined staff development.

In spite of certain inherent defects, this type of organization worked well during this intermediate period because of the excellent character and ability of the executives.

3. *Integrated and Defined Organization Phase.* In 1929 a type of organization was developed to meet the needs of an expanded and relatively complicated business comprising nine scattered plants located in six states engaged in several types of manufacture and distribution.

This plan of organization is shown graphically in the organization chart. While the plan was built to fit the special needs of our business, the underlying principles are of general application.

The outstanding feature is the development and correlation of line and staff responsibilities in a manner which permits effective decentralized operation of individual divisions together with the co-ordination of policies and methods essential to the effective direction and operation of the enterprise as a whole.

The nine plants are grouped into four divisions, each in charge of a general manager. The Lewis and Slatersville divisions each has a single plant. Each of the other two divisions consist of a group of plants. The Bauer & Black division comprises a plant at Chicago and one at South Bend, Indiana. The Kendall Mills division includes five cotton mills in North Carolina and South Carolina, in charge of local general managers, each a "shepherd of his people," responsible in turn to the general manager of that division.

#### DIVISIONAL ORGANIZATION

Each division has a line organization, responsible to the divisional general manager, with executive heads covering the functions of sales, manufacturing, accounting and office work, raw materials purchasing, supply purchasing and personnel. The executives in charge of sales, manufacturing, and accounting and office work, with the general manager, compose an operating committee



which holds regular weekly meetings to formulate divisional policies and discuss current problems and the more important departmental or interdepartmental matters. Any matter which is felt to be beyond the scope of the individual division, or in regard to which the division desires further guidance, is referred to the Staff Committee, described later.

The divisional general manager is the co-ordinating and correlating executive. He has the final responsibility for decisions. The Operating Committee serves as a cabinet and advisory body and offers an opportunity for direct personal contact and discussion between the departmental executives and the general manager, who acts as chairman of the meetings. Written reports are prepared and kept on file by members of the Operating Committee as well as by the general executives of the company.

#### STAFF AND FUNCTIONAL RESPONSIBILITIES

While the line organization of the company presents perhaps no very unusual features with the possible exception of the organization and functioning of the Operating Committees, the staff development and the functioning of the staff executives are features that are perhaps new.

The chart shows graphically the organization of the Staff Committee and the general relation of the staff executives to the line organization.

This committee consists of the president, exofficio; the assistant to the president, who is the chairman of the Staff Committee and its active head; four senior executives who have been associated with the company over a long period and were formerly in charge of operations at the Lewis and Slatersville divisions; and a fifth executive from the Bauer & Black division.

The Staff Committee is the president's cabinet. It is concerned primarily with questions of company policy and development, with interdivisional relations, and with correlating and unifying the aims and activities of the divisions so as to promote the attainment of the broader objectives both of the divisions and of the company as a whole.

The Staff Committee meets on call from the chairman, who schedules matters to be covered. Any member of the committee may also bring up any matter, not on the schedule, which is of interest or importance. The controller, who is also secretary of the company, acts as secretary of the committee and prepares a complete written report and digest of all matters covered at each meeting, a copy of which goes to each member of the committee and is preserved for future reference.

The Staff Committee does not take executive action or issue instructions to the divisional general managers or to other executives. Its conclusions are all transmitted to the president in the form of written recommendations. When accepted such recommendations as require executive action are effectuated by the president himself or through the assistant to the president.

Each member of this committee has a functional responsibility for certain

activities that are common to all operating divisions. Each covers the field for which he is particularly qualified by experience and training. The chart shows what these activities are and how they are tied in with the divisional organization. In these fields the staff executives work with the operating divisions principally on methods and questions of policy.

The staff executives spend considerable time at the divisions, and give the benefit of their experience, background and ideas to the general managers and their operating executives. In this way policies are unified, the best methods are standardized, and knowledge of and enthusiasm for the general aims and objectives of the company are spread throughout the organization.

The effect of this plan is to make each division self-sufficient and self-supporting from an organization standpoint, while providing a means of co-ordination and control, a basis for concerted common effort, and an avenue for disseminating information and, we believe, inspiration which we have found to be both workable and valuable to the organization.

### III.

#### THE ORGANIZATION PLAN IN OPERATION

How does it work? That is the pragmatic test of any plan. The plan I have described meets the needs of the situation for which it was designed. It squares with the basic principles of general administrative organization and control which were discussed in the first section of this paper. It facilitates the building and execution of sound policies. It furthers the development of a strong executive personnel of the self-starting type. It promotes the application of Taylor principles in modern form as enunciated by H. S. Person—management research, management standards, management control and co-operation. It measures accomplishment by utilizing accounting and budgetary control. It permits maximum development of the important teaching function of management. It brings out latent abilities by establishing goals, financial incentives and other stimuli. There is in it much that is of wider application to other situations and other businesses.

1. *Promotion of Constructive Leadership.* Early in this paper I called attention to the definite but not always obvious relationship which exists between the development of possible capacity for constructive leadership and the type of organization within which that capacity must function.

It is clear that regardless of the type of organization, no enterprise can realize its best possibilities without top leadership of a high order. Such leadership has been well described by H. S. Person in the following words:

“Leadership is not passive; it is an active, composite ability to induce (not impose) understanding, conviction, desire and action in a manner which leaves no disturbing impression of the mechanics of the induction. Every executive is a leader of a sort, but successfully to achieve a development of



scientific management in an enterprise he must be that type known as a creative leader; one under whose leadership 'those purposes and objects will find most ready reception at the hands of those led which can most readily be seen by them to square with their own desires or with desires which they can quite readily and naturally take up as their own.' As leader he must have energy, enthusiasm, imagination, intelligence, technical knowledge, knowledge of human nature, faith in people; and qualifying all of these, a special quality of sympathetic interest toward those led. Not only must he manifest these characteristics in his relations with those major associate executives with whom he has immediate contact, but also he must inspire all of them to desire and learn how to become creative leaders in relations with their immediate associates. The more creative the leadership at the top, the more creative, although of course not uniformly so, will leadership become all along the line."

Such top leadership we have in the head of our company. Our problem, then, is to devise a type of organization and control which will enable that top leadership to realize itself most completely in effective action, and to inspire and enable others throughout the organization to become creative leaders in their own fields and in their relations with their immediate associates.

How does our plan accomplish this?

a. It brings together in the Staff Committee a body of seasoned executives of broad and varied experience, with knowledge not only of this particular business but of the general problems of industry. They have no local or divisional interests to further, and think in terms of the welfare both of the company as a whole and of the individual divisions. Their abilities are complementary, and they have both the willingness and the ability to work in co-operation. By relieving the president of much that he would otherwise have to do, although not, of course, of the responsibility for major final decisions, they give him opportunity for forward-looking, constructive thought, and for transmitting, either personally or through the staff, his ideals and purposes to the rest of the organization.

These things are vital to the continued development and even to the life of any large enterprise in this era.

b. It develops leadership throughout the organization by establishing and defining definite line responsibilities, by selecting the best available material for these positions, by defining the goals and purposes to be attained, and by placing upon the divisional executives responsibility for attaining these goals, but with co-operation from the staff.

c. It provides in the Staff Committee, an effective cabinet for the president, while each general manager receives similar support through his Operating Committee.

2. *Policy Development.* Recognition of the importance of the policy-

making function was a comparatively late development in corporation history, perhaps because in smaller businesses, and in the early history of any business, the policy-making and the policy-executing functions are often combined in one or at most in a few individuals. Regarding this whole matter, Robert W. Burgess writes:

“The existence of such a thing as general administration may not be recognized by the chief executive of a small concern, whose mind is occupied by particular problems of buying, selling, designing, making, employment or pay adjustment. But in any business which grows past the point where one man can personally make all decisions, it is necessary, first, to cease deciding every issue as a separate special case and to establish normal policies and procedures; and second, to separate the problems of general concern from those pertaining to only one function of the business.”

Our plan of organization provides for this.

The general managers and their operating committees settle questions of divisional policy, harmonizing these decisions with the general policies of the company. If the matter requires a new ruling on general company policy, or if it goes beyond the scope of the individual division into the field of inter-divisional relations, it is referred by the general manager to the Staff Committee, which is in continuous touch with all the broader phases of company policy and interdivisional relationships with which the divisional general manager has neither the knowledge, time nor opportunity to cope.

Thus the policy problems both of the central company and of the divisions are adequately covered.

3. *The Teaching Function.* In the following words H. S. Person has called attention to the vital importance of the teaching function in scientific management:

“A failure of leadership may be absence of appreciation that the development of scientific management is an *educational* process. The integration of various types of executives, the elimination of old patterns of habit by understanding practice of the new, the adjustment of the controllable and the uncontrollable, the stimulation of common constructive effort in devising the new procedures, and particularly, the gradual development of that understanding and sympathetic appreciation without which all else is impossible, must be the result of truly educational processes. These cannot be achieved by fiat.”

Our type of organization offers maximum opportunities for effective educational effort with minimum interference with individual initiative and responsibility. Every executive has a definite place and a definite work, but channels are continuously open through which flow ideals and policies, consolidated experience, the best standard practice, and continual comparison of actualities with objectives. The plan thus concentrates the entire strength of the organization upon the attainment of known and desirable goals.



4. *Accounting and Budgetary Control.* To control and co-ordinate the activities of a business for net profit, administrative organization requires (1) plans or standards, and (2) facts as to actual performance. These plans and facts are expressed in terms of dollars. Our accounting summarizes plans or standards by means of a budget, and facts or actual performance by means of operating statements and balance sheets.

This type of organization makes possible the most effective dynamic use of both budgetary control and constructive accounting, the chart and compass of administrative management.

Each division has its own accounting and cost organization, but receives through the comptroller's office the benefit of technical skill and constructive ability which would not otherwise be available. This results in standardization of progressive methods, and promotes comprehensive analysis of both divisional and overall results.

Before the first of each year, each division prepares and presents to the president and Staff Committee a complete annual budget, broken down by accounting periods of four weeks each. This budget when approved and accepted becomes the measure for the divisional results of the year.

In addition, we are now developing for current operating control a continuous quarterly budget for each division which gives the general manager at the beginning of each accounting period a picture of his probable sales, cost of sales, selling and administrative expense and net profit for each of the three following periods.

Our development of the budget is based upon the primary premise that the fundamental purpose of budgetary control is to foresee probable future results accurately and to control them effectively to attain the budgeted goal.

The annual budget serves as a useful and necessary general measuring stick, while the continuous quarterly budget provides the working tool through which the desired annual results may be attained or approximated.

If the quarterly budget presents an unfavorable picture to the general manager, he is in a position to take effective action *before* and not *after* the fact, to attain the desired result. The three-period span is sufficiently long to permit the general manager to initiate and carry through adjustments in manufacturing and purchasing schedules, reduction in expense or increase in sales pressure, as may be necessary.

Standard costs are a necessary prerequisite to this type of accounting and budgetary control, and are in use in all divisions.

5. *Research.* Our plan recognizes research as a primary company responsibility. This function is assigned to one of the members of the Staff Committee. It ranks with sales, manufacturing, purchasing and control functions. This staff executive, with the assistance of his associates, formulates and correlates the research program of the company, which includes the following: (1)

market research, (2) technical research, (3) mechanical research and (4) economic research.

Each division has its own research department, engaged in the solution of problems peculiar to the division. The staff research executive has the same type of responsibility for divisional research as the comptroller, for example, has in regard to divisional accounting, cost and budgetary procedure.

6. *Organization Motivation.* Harmonized motives are what drive the organization forward, and therefore the art and science of motivation must fit into and be furthered by the organization plan.

Our plan meets this test. It promotes and facilitates constructive leadership, both within the divisions and in the central company. It welds the organization into an effective, harmonious unit inspired by worthy ideals and united in common purposes. It affords individuals an opportunity for joyous self-expression, and a constant challenge to accept and successfully carry responsibilities and to develop and advance within the limits of their capacity. It provides in the budget and in the accounting procedure a means for fairly evaluating actual results against accepted standards, and for establishing financial and other incentives for unusual performance.

7. *Flexibility for Expansion.* The final test of the soundness of any organization plan is this—will it provide adequately for the expanding needs of the future as well as for those of the present?

Our plan successfully does this through the flexibility it introduces into general administrative organization and control. The problem in expansion is reduced to that of building competent and self-sustaining local organizations, and of coordinating them with the objectives, plans and policies of the company as a whole by means of the Staff, a central body which requires no change as additional operating units are added.

Through the placing of large local responsibilities new executive talent is continuously being developed for higher positions in the same division, in other divisions, or in the manning of new units.

We have followed the principle, both in the divisions and in the central organization, of building a strong personnel, with adequate understudies. It is our experience that one of the best investments for a growing business is to have a slight excess of promising young executive material.

What is the broader significance of the plan of administrative organization I have described? It is this:

The plan provides not only for progress on the material level, but for the development of individuals and for finer social relationships. These human and social values are dealt with, not vaguely nor theoretically, nor even as ideals to be reached sometime, somewhere, but as practical issues for today, here, in a business organization. In other words, the broad significance of this



plan is not its significance as a clever tool, but its significance as an instrument for individual and social upbuilding. That significance has important implications; for we should remember that the industrial system, based on private property and individual initiative, is under attack, notably in Russia, and that even in our country, violent fluctuations in the economic level, lack of coordination between supply and demand, unemployment and other symptoms furnish food for grave reflection as to the soundness of the basic economic organization.

We do not maintain that our plan is perfect or final, but we believe it is a constructive contribution to the solution of a large and vital problem. With Count Keyserling, we feel that "the ambition to frame the last word never indicates anything but narrowness. As long as mankind lives, the absolutely last word will never be uttered; for ever and ever the problem of mankind will present itself anew, and life will forever remain a thing of problems."

It is our creed that the fullest and happiest mode of business life is attained by a continuous and never-ceasing effort to contribute to the solution of this "problem of mankind" by finding ways to shed the light of intelligence on the dark spots of industry; by seeking new light and developing courage to follow the lighted way; by creating new ideals to strive for; by seeking the best way of doing things; and by bringing our industrial conduct into harmony with the finest aspirations of men.





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# ORGANIZATION STUDY

## DISCUSSIONS LESSON 4

February 26, 1931

ROY A. PHILLIPS

NEZPERCE

GRANGEVILLE, IDAHO

1. There is a difference in that our organization is much more centralized in certain lines of work, particularly at the top, and lacks the flexibility of the Kendall organization. While we have the tendency to centralize more and more and to more or less disregard the fitness of men for particular work, the Kendall policy seems to be to fit men in their proper niche and to give them a very wide latitude in the performance of their functions; with us the certification of a man on a Civil Service eligible list seems to be ample proof that he is qualified for any particular job that turns up. It often happens that little or no thought is given to a beginner's all around qualifications until he gets into serious trouble.

With the wide latitude given men in the Kendall organization, it is probable that aggressive and dominating individuals will be inclined to usurp the duties and responsibilities of others. I do not doubt, however, that the various managers are alert to this particular tendency, which is present in every organization, and that proper steps are taken to correct it. With an organization such as this, where individuals come up from the bottom, for the most part individual characteristics must be pretty well indexed before a very important position in the organization is reached.

The Kendall organization also differs from ours in that a strong personnel staff with adequate understudies are developed. Apparently this is one of their strongest organization principles and one that we are decidedly weak in. It is extremely rare in a Forest organization for an Assistant Supervisor to succeed the Supervisor in assuming charge of a particular Forest. The result is that the whole organization must go through more or less of a readjustment period, much of which is not conducive to good organization.

The organization studied apparently delegates authority on down to the bottom to a much greater extent than with us. I gather from the discussion that a Supervisor would be responsible literally for all work done on his Forest, while in our case specialized work is often done with little or no co-ordination as it effects the organization of the Forest in the delegation of responsibility.

2. In this case the staff men would undoubtedly have been assigned to prepare a plan under the direction of the Supervisor, and I think that ordinarily in the Service it would also have been done this way; the exception being made where it is felt that the Supervisor was not qualified to take charge of it. Under the Kendall system I imagine that more attention is given to

training men for particular assignments than is the case with us, and that a supervisor would necessarily be well grounded in practically all phases of Forest work before being given charge of a Forest.

3. The difference seems to be that they are looking ahead for results, while we are looking back on accomplishments mainly. The Company would probably have called for a budget estimate. In our case, for all except current work, the budget would necessarily have to be based on a period of years. It would start with the ranger district and be correlated with and be supplementary to the Forest scheme. It is not probable that a standard cost keeping system in all respects would be devised, but the system for individual Forests might differ materially and necessary standardization would be evolved by a central organization, perhaps by the Regional office for the most part, although the Washington office might want to consider certain phases having a Service-wide application.

CARL B. NEAL

DESCHUTES

BEND, OREGON

As I understand the Kendall organization after reading Mr. Lamson's paper, I think it is very similar to the Forest Service organization. The Staff Committee seems to correspond with the Assistant Foresters and the Operating Committee seems to correspond to the Assistant Regional Foresters. Theoretically, in the beginning, I believe the Assistant Regional Foresters were supposed to function in the capacity of staff men for the Regional Forester. At present, I believe it is universally recognized that they serve in the capacity of functional executives. Occasionally, however, we still hear an Assistant Regional Officer say "That is my opinion (or my advice) but I would want to get the Regional Forester's decision before I would definitely instruct you to this effect". I believe it is unwise and impossible for staff men, strictly speaking, who are responsible for a particular activity, as in the case of the Kendall organization or the Forest Service, to function entirely as staff men. That is, they are bound to become to a certain extent, functional executives. P. K. says as much in his discussion of the Kendall organization. We can say that the situation gives the order or that their authority is exerted by reason of their knowledge of their work, but in any event the procedure set up whereby they have to act entirely through the executive head is too cumbersome for effective work and would require too much time and attention from the executive head.

I am strongly in favor of a functionalized organization, as I understand it. I believe that it is applicable to Forest Service work, and I believe that it is being used by the Forest Service more than the line or staff form of organization. Its success is dependent upon several things: First, the executive head must prepare instructions defining the responsibilities of the functional executives and line officers in his own particular organization. Second, there should be work plans prepared for the functional executives and line officers.



These work plans will be a benefit to the executive head and the organization in controlling the functional executives and in correlating their work. They will be a protection to the line officers from undue encroachment of a particularly aggressive functional executive.

In the Regional Office organization, the functional executives or Assistant Regional Foresters pour the work into the Supervisor. It is then the Supervisor's job to coordinate this work and assign it in a systematic manner to his assistants and District Rangers. An aggressive Assistant Regional Forester may try to centralize his own work in such a manner as to make this coordination by the Supervisor very difficult. I consider it a very poor form of organization to have one road superintendent or one grazing examiner responsible to two Supervisors in handling their respective activities on two separate Forests. Where the work on one Forest does not justify one man to handle one particular activity, the Supervisor should have the privilege of having one assistant to handle more than one activity. It is not unduly difficult to find a man who can handle, for instance, roads and grazing, or roads and recreation, or recreation and timber sales.

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M. A. MATTOON

PISGAH

ASHEVILLE, No. C.

2. I doubt if the Kendall Company would have undertaken the assembly of data by the staff and then pushed it down the Supervisor's throat. This was apparently what happened in the case of the management plan prepared by and approved over the signature of the Assistant Regional Forester.

I believe the need for the information would first have become apparent to the Division Manager (Supervisor) as a result of close scrutiny of general statements of policy from the Staff Committee. He would have met with his local operating committee and determined just what his needs were and submitted them in report form to the proper executive on the Staff Committee. This committee would have passed on the report and if favorable, requested the necessary executive order from the President to start the job. The technical assistance necessary would have been rounded up by the Staff Committee and dispatched to the Division Manager with instructions to report to him for duty on the problem at hand, and to be under his direction while working on his problem.

The Division Manager would be expected to render assistance and participate in the work to the extent of seeing to it that his particular problem was solved and to advise with the specialists in helping to reach the solution.

The completed job would have been reviewed by the Division Manager, given his okay or suggested modifications and the whole matter referred again to the Staff Committee for review. Differences of opinion as to findings or recommended action should be ironed out between the Staff Committee and Division Manager before being passed to the President for approval and execu-

tive order. If agreement could not be reached, the high executive should decide after having considered the differences.

Through this procedure the Division Manager has not had his nose bent in any way and the benefit of his advice and assistance has been capitalized. The completed job is the best that the combined resources could give.

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WM. L. BARKER, JR.

DULUTH, MINN.

1. I find a great similarity between Kendall's organization and ours. His, of course, is very small compared to ours. Also, his is an entity: ours a branch of a still larger organization, the Department of Agriculture, which in turn is merely a large branch of *the* greatest and most successful organization in existence today, (despite unemployment, prohibition and drouth).

Our "Stockholders" are the people; "Board of Directors," Congress. Various individuals and organizations, including the Secretary of Agriculture, take the place of the "Executive Committee", so we can call that the Secretary of Agriculture. The Forester is the President; the Associate Forester, the Assistant to the President, and the Assistant Foresters including the Chief of Finance and Accounts, the Staff Committee. The Regional Foresters are the General Managers and the various activities on the Forests correspond to "Sales", "Manufacturing", etc. The Assistant Regional Foresters, Regional Fiscal Agent, Regional Engineer, Purchasing Agent, etc., form the Operating Committee.

Our Purchasing Departments, both Supply and Raw Materials are not placed so similarly in our organization. The Ogden Supply Depot buys supplies for all Regions including, I believe, the Forester's office and functions under the direction of the Forester. This is more efficient than Kendall's arrangement, by which each General Manager has his own Supply Purchasing Department. But the Ogden Supply Depot does not do all supply purchasing. The Regions do some under the control of the Forester. I think we sometimes feel, when settling claims, purchasing automobiles, tractors, etc., that our system is a little cumbersome.

Our Raw Materials Purchasing—Forested land, potential forest land, etc., is quite similar to Kendall's system. Each Region does the greater part of the buying, but receives much more supervision, direction and regulation by the President, Executive Committee (Department of Justice, National Forest Reservation Commission, etc.) and Board of Directors than in Kendall's line up.

It is noticeable that the same Vice President, Staff Committee member who advises Manufacturing also advises Supply Purchasing and Personnel. Our Assistant Foresters function similarly in regard to the men and supplies for their particular lines.

Our Accounting Department is probably most dissimilar to Kendall's. It is so involved and correlated with accounting and fiscal matters in other



branches of Government work entirely outside our particular branch of the organization that it cannot function as smoothly and quickly as it could if such were not the case. I believe this is the penalty generally paid by this Department of any overgrown organization. More decentralization, I believe, would help.

2. I am wondering if Kendall's organization could have set up a Management Plan, which was not satisfactory to the Supervisor. I'm inclined to think not. The condition could not have existed. The plan either would have originated with the Supervisor or have been completely 'sold' to him in every detail before being placed in operation. During the selling process the Staff Committee would have been conscious of every angle and with the General Manager (Regional Forester) and his Operating Committee (the one that imposed the plan on the Supervisor) would have arranged for a plan and a Supervisor that were in accord.

Kendall's organization was said to have leadership "to induce (not impose) understanding, desire and action in a manner which" left no disturbing impression of the mechanics of the induction.

The preparation of the Management Plan would have been handled about the same as we handled it. Our organization for the preparation and installation of the Management Plan was O. K. but, possibly due to overload at certain points, it did not function properly.

In comparing our organization with Kendall's it appears that his is considerably more decentralized than ours. Also that, if it works in the ideal way it is described, his leaders must have more help and must be more completely freed from routine and the many details, that prevent many of our leaders from doing the organizational investigative work and making the studies in efficiency methods, standardization, etc., which would tend to lighten the load.

In other words, I have a feeling that many of our leaders are overloaded with work of less importance than they should be handling.

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C. E. FAVRE

WYOMING

KEMMERER, WYOMING

This lesson and particularly the Kendall Organization certainly teaches that the Service policy of de-centralization was and is correct. I think that we have done a lot along this line in the last few years and I am inclined to feel good about our organization after reading the lesson since the lesson seems to treat of perhaps the highest type of the present day organization and by comparison I can't see a wide difference in the handling of our problems. This is brought out in suggestion Two very clearly.

2. Kendall Company would have handled this case under 2-a, Lesson Three, through the "Operating Committee" of the division (Forest) concerned. The data would have been gathered by the line organization responsible for

the managing of this particular activity and statement thereon furnished the operating committee for discussion and consideration as to how it would affect other departments. (This operating committee as it pertains to Forests would no doubt consist of Supervisor, Assistant Supervisor, Chief Clerk, Grazing Examiner, and Forest Examiner). If there were any matters in the management plan which they felt were beyond their scope, questions thereon would have been submitted to the Staff Committee (R. O.). The final plan would have been prepared and submitted to the President (R. F.) for consideration, and approval, if he agreed.

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J. R. BRUCKART

COLUMBIA

VANCOUVER, WASH.

Topic 1. The organization of the Kendall Company is in many respects similar to that of the Forest Service with, however, certain marked differences. They have, for instance, functional executives responsible to the President for presenting to the functional line officers the best ideas for the conduct of their particular line of work. This is similar to the work of our Washington office branch chiefs who formulate policies and plans and place them at the disposal of the Regional functional executives for the purpose of improving the methods and conduct of work in their sections. There is a very marked difference, at least in theory, in the manner in which the Forest Service and the Kendall Company's functional executives contact the divisional organizations. I believe the line authority of our branch chiefs is very much more clear cut than those of the Kendall Company. For instance, when the Regional chief of Forest Management goes on a forest he is there as a representative of the Regional Forester and his instructions to the supervisor are in effect instructions from the Regional Forester. In theory, our organization is similar to a military one. Orders and instructions from the higher executives pass through the organization in the same manner. In practice, however, we function very much in the same manner as the Kendall Company. For instance, a representative of the Office of Operation will visit a forest and work directly with the improvement deputy, developing the best method for doing the particular piece of work at hand. We find this same method of contact is made in practically all of our branches, functional executives from the Forester's office and Regional Forester's office, contact branch chiefs in the region and functional officers on forests. This is a method of expediency and while it works very well in most instances there is always the danger of the branch chief building up an organization that will have a greater feeling of responsibility toward him than toward their real chief, the Regional Forester or the Supervisor. These men are in the last analysis responsible for the work of their units and everyone in their organization should feel a real responsibility to them for the conduct of their work. It seems to me that this same danger lurks in the Kendall organization. Functional executives in the different divisions may develop a greater feeling of responsibility toward staff func-



tional officers than they do toward their own divisional chiefs.

Topic 2. The Kendall Company would probably have had the staff man work with the supervisor in building the management plan, and the plan having been prepared by the supervisor with the advice and assistance of the staff man, would be signed by him and then submitted to the Regional Forester for approval. Such a plan would represent, from the supervisor's point of view, the best plan of management for the area involved. To build the plan the supervisor, of course, would have to conform with the broad policies formulated by the Regional Forester. Having conformed with these, he should be permitted to build the plan and put in into effect.

Topic 3. The need for a change in the accounting system having been determined by the staff committee and president, a request would be made upon the Comptroller to make the necessary changes in the accounting system. This having been done, the scheme would be submitted to the staff committee and the president for comment and approval. After approval, the Comptroller would, through the Divisional accounting offices, put the plan into effect.

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R. L. FROMME

RAINIER

TACOMA, WASH.

3. We can not justly compare the Forest Service organization with the Kendall Company in respect to accounting and cost keeping for the reason that our field conditions vary more widely than factory conditions. Furthermore, much of the value of our cost data is in the interest of securing appropriations and assisting in the allotment of funds between Regions and Forests rather than as a working tool for the supervisor in the better administration of his Forest. Because of this primary use to which our cost figures are put, we are forced to accept a cost keeping system beyond the practical needs of our field organization. Such cost figures may have some comparative value but they are almost of no practical use in planning the conduct of future work.

It is, furthermore, a fact that the Forest Service along with other Government agencies is more restricted in accounting methods or procedure than a private concern due to the legislative nature of the many different appropriations under which it operates.

The Kendall plan would apparently permit of more deviation in actual methods of accounting and cost keeping than is possible under Government administration. The essential difference is that the comptroller in the Kendall plan serves essentially in an advisory capacity through the President and requires only such standards in constructive accounting as will permit of a business-like procedure and comparison between Divisions; also such cost keeping and other financial data as will permit of a Budgetary control for the president. More leeway or latitude is evidently permitted in the details of bookkeeping, etc., as conducted by the different Divisions under the Kendall plan than by the various Forests in the Government Service.

If the line men in the Kendall Company should conclude at any time that the cost keeping system under which they were operating was inadequate for their local or field needs, they apparently have full authority, within a Division, to devise a new system, providing, of course, that such a change would still conform to the general policy and standards of the company and would furnish the data necessary for Budgetary control by the president. It would be quite natural in the Kendall Company plan, however, to seek expert advice and assistance from the comptroller's office in the president's staff, but the essential details of cost keeping improvement would come from the field or Division line men. The chief purpose would be to help toward the improvement of their own local objective and the methods or procedure which they might devise, under approval of the president's staff, would not necessarily be adopted by or required of other Divisions. As mentioned before, the present cost keeping system in the Forest Service is of very little administrative value in the local conduct of the business of any Forest. It undoubtedly has some value for Budgetary control in the Washington and Regional offices and in securing appropriations from Congress.

J. W. HUMPHREY

MANTI

EPIHRAIM, UTAH

1. The history of the Kendall Company reads very much like a history of the Forest Service organization. Both have their pre-organization phases, their loosely-knit organization periods and the present integrated and defined organization. The overhead for the Kendall Company appears to be somewhat heavier than the overhead in our organization. The grouping into divisions of their plants is comparable to the regional groupings of the National Forests and the schedule of activities for both organizations applies to divisions and to regions respectively, the same overhead supervision being provided by the company for their divisions and by the Forest Service for the various regions.

2. The Kendall Company would have handled case 2 a. about as follows: The staff executives would have spent considerable time with the supervisor at the time they were preparing the management plan. They would have given him the benefit of their study. The policy to be followed would have in this way been unified. Standard methods would have been agreed upon before recommendations were submitted to the Regional Forester so that when the plan and instructions were sent to the Forest Supervisor by the Regional Forester, the whys and hows would have been fully understood and an enthusiasm for the satisfactory execution of the plan would have been created that would have insured its success.

3. Faced with the problem outlined in No. 3 I believe that the Kendall Company would likely have followed pretty much the same methods adopted by the Forest Service. In devising a system of costs that would be equitable and fair to the different regions representing as they do the various activities



of forest work. The staff committee would have first concerned itself with the National Forest policy and since each member has a functional responsibility for certain activities for which he is particularly qualified by experience and training, the staff executives would have arranged to spend considerable time in each region where the different activities would have been considered and relative weights arrived at. After they were through each region would have understood and most likely have been willing to accept as workable the policy decided upon. As stated above, it appears that the overhead for the company is somewhat heavier than the Forest Service overhead. This possibly accounts for the difference in the method of attack and possibly has slowed up getting action. The carrying out of the policy will, however, be no less effective by reason of this delay. In fact the delay may bring to light faults than can be corrected easier than more speedy action would have permitted.

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J. E. RYAN

KANIKSU

NEWPORT, WASH.

1. The Kendall organization plans embody similar basic elements to those expressed for the Service organization, including administrative organization analysis, constructive leadership, development and application of sound policies, varied application of research training, individual responsibility, standards and objectives. The staff committee in the Kendall plan functions in a different manner than Service staff men. Seemingly, the Assistant Regional Foresters may be considered to hold positions corresponding to Kendall's staff men. Under the Kendall plan, staff men issue no instructions to other executives and are not authorized to exercise any supervisory action. They are authorized and evidently do function in a high power advisory capacity to other executives. In the Service organization the staff men issue instructions and observe supervisory control over other executives in addition to their activities in an advisory way. The Kendall staff men are strictly functional while this is not the case in the Service plan. The Kendall scheme is very generous in allotting man power and considering the scope of the duties of Service staff men, it is apparent the Service plan of organization requires fewer men.

2. The Management plan would, no doubt, be developed by the local General Manager, with assistance and advice from the staff man. If their ideas were in conflict the questions involved would go to the President, who would make the final decision. The General Manager would be given an opportunity to express his ideas and the situation which developed in Lesson 3, would be averted.

3 The new cost system involves inter-divisional relations and would probably be developed by the local accounting officers and General Managers following the guiding advice of the Comptroller. Final adoption of the new cost system would be acted upon by the President after a meeting, of the staff committee.

1. The Kendall Organization varies very materially from our own in that each member, especially every executive, has a very definite function to perform; each action necessary to the functioning of the whole has been definitely segregated. Thus, known quantities of production, qualities, standards, etc., have been established. This same degree of functionalism is not possible in our organization. The responsibility of the Divisional Manager, his staffs, and his workers, is in many respects similar to Forest Service practices. The staff committee's duties and functions correspond closely to meetings of Regional Forester and staff. The functions, which of course differ, offer the same objective.

2. The details to be incorporated in a Management Plan would necessitate that the plan be made by the Operating Committee to assure that all local influences were properly considered in building up a usable, justifiable practice, which would be advantageous to the company business. Correlation of policies and practices, set up in the plan, at least come up for approval by the staff committee before adoption by the Divisional Manager.

3. The revision of the cost keeping system would have been a job for the staff committee. Necessary information pertaining to the system in use, and needs for revision would have come up through the Divisional Manager's Operating Committee. Correlation of policy and practice, needed standards, and functions, necessary to secure results, would have been formulated by the staff committee. Approval of, and the putting into practice, revised methods and procedure would rest with the president of the company.

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S. A. NASH-BOULDEN

SANTA BARBARA

SANTA BARBARA, CALIF.

2. As I understand it, if the Kendall Company had been faced with the preparation of a forest management plan as mentioned in 2a of lesson 3, they would have detailed their staff executives to the job.

These executives would have spent the necessary time with the Supervisor and the local forest personnel to secure the benefit of their experiences and ideas and to secure first hand information on the ground.

The executives would then with the aid of the local force; prepare a management plan which would have the understanding and support of the Forest Supervisor combined with the broader knowledge of the problem as seen by the staff executives. This plan would then be taken to the Regional Forester for approval. Possibly a few changes or additions may be made to the plan at this time, after which it would be sent to the Supervisor for his approval and action.

The Supervisor would not object to any revision knowing that his views had been considered.



1. The divisional organization of the Kendall Company compares in a good many respects with our regional organization. The Regional Forester is similar to the general manager of the Kendall Company and his assistants, the chiefs of branches, might be compared to the executive heads of the divisional organization. The chiefs of branches do not exercise as much executive control as the executive heads in the divisional organization, but they do handle most matters that pertain to their branch only, and issue instructions pertaining to their line of work. The Regional Forester coordinates and correlates just as the general manager. He also has final responsibility for decisions.

The staff committee is similar to the Forester and his staff and the Forester's office functions in much the same manner except that it is not entirely a functional organization as the Kendall staff committee is.

The forest organization can also be compared in many respects to the divisional organization of the Kendall Company. The Forest Supervisor is similar to the general manager. His staff, which may consist of one or more assistants, would be similar to the executive heads in some respects. His assistants, however, would not exercise absolute executive control and the limit of their authority should be specifically set forth in their job descriptions.

2. The Kendall Company would have had a divisional officer, or in our case the Forest Supervisor, prepare the management plan, after which it would have been referred to the staff committee for approval.

3. The Kendall Company would have had the comptroller of the staff committee devise a cost system which would supply the needs of the company. This system would then have been referred to the staff committee for approval and transmitted to the president to be put into effect, either by him or his assistants.

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C. S. WEBB

J. K. DWINELLE

KOOTENAI

LIBBY, MONTANA

2. Had the Kendall Company been preparing a management plan for a division, the staff executive or vice president would have conferred with the division executive in the preparation of the plan. The division executive would have his staff prepare the plan with the help and advice of the staff executive. The plan, when completed, would be presented to the divisional committee by the divisional executive. The divisional committee would discuss the plan and the final decision of acceptance or rejection would rest with the divisional manager. In case the divisional executive desired advice as to feasibility or policy or his divisional committee recommended certain advice as desirable before taking full responsibility, he would refer it to the originating vice president or Staff Committee member with recommendations that it be brought up before the Staff Committee. This body would give the plan thorough consideration

and submit their recommendations to the President through whom an order would be issued to the general manager of the division instructing the plan to be put into effect in accordance with the recommendation of the Staff Committee.

3. If the need of a new cost accounting system was experienced by the Kendall Company the staff accounting executive would bring the matter before the staff committee for consideration. If the consensus of opinion was that a new system should be considered, the staff accounting executive would have the divisional accounting executives make a study of the present cost accounting system, its advantages and disadvantages and the possibilities for change or improvement. Studies would be made independently by the various divisional accounting executives under the direction of the staff Comptroller. When the studies had been completed a meeting of the various divisional and staff accounting executives would be called to consider all plans and decide on the best features of each to be combined into a single plan. This completed plan would then be submitted to the Staff Committee by the Staff Comptroller or accounting executive and, if approved by the President, the plan could be ordered tried out in one division before placing it in effect in all divisions or could be ordered placed in effect in all divisions at once as the President saw fit.

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A. F. HOFFMAN

MONTEZUMA

MANCOS. COLO.

1. This organization plan is similar to our own. Our Regional Forester has his staff committee consisting of the Assistant Regional Foresters. Each of them guides the activities, that he is in charge of, on the various Forests (branch plants), and each of the Forests is in charge of a manager. Our Chief of Operation has charge of personnel and supply purchasing as well as some major other function. The plan was designed to handle scattered units just the same as ours is made to handle scattered Forests.

2. The Kendall Company would have handled the case 2-a given in Lesson 3, by having the staff committee go over the management plan and decide whether or not the plan would do the thing that it was intended to do. The Supervisor would have had a chance to voice his opinions. After a decision as to the practicability of the plan had been reached, arrangements would be made to put it into effect and the Supervisor would be given such help as he needed, be it more men or more education.

3. The Kendall Company would have had the operating committee work up the new scheme or have the accounting department work it up. The scheme would then be referred to the staff committee which would see to it that the scheme was practical for use by all of the branches. The new scheme would then be declared to be in effect, instructions for its use issued, and a check up made to see that it was being properly used. Where more education about



its proper use was needed, it would be given.

The operating committee would be responsible to the comptroller who would depend on the auditors of each branch factory to contribute much of the thought for the new scheme. The staff committee would depend on the comptroller to furnish the best kind of plan, and by the time it passed on the scheme and handed it to the President of the Company the scheme should be good.

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K. WOLFE

FLATHEAD

KALISPELL, MONTANA

1. To me, the organization plan described seems very similar to our own. The Forester is the President; the Asst. Foresters in charge of our branches are similar to their staff committee; the Regional Foresters are their General Managers; and the Asst. Regional Foresters are their executives in charge of the different functions.

The Kendall staff committee men have no line authority except through the president, while our Asst. Foresters have. I wonder, though, if there is really as much difference there as that statement would lead one to believe? Isn't it probable that the advice and suggestions "on questions of methods and policy" which the Kendall staff men give to the division executives amount to about the same as the line instructions given by our Asst. Foresters? In fact, when you get right down to brass tacks, have our Asst. Foresters line authority except via the Forester and the Regional Forester? Do not our Asst. Foresters rely on the "authority of ideas"—and when one of them and an Assistant Regional Forester "interpret the situation differently" aren't they then in the same boat as the Kendall men under similar circumstances? No, not exactly, but there isn't a great deal of difference.

The Kendall Asst. to the President doesn't exist in our organization, except that the Operation Asst. Forester takes his place to a considerable extent.

The operating committee and staff committee seem to be very similar to our Region committee and Washington committee.

2. The Staff man in charge of Management would have discussed the plan with the Division executive in charge of Management and the two of them would have then discussed it with the Division Manager. Later the plan would have been approved by the President and sent to the Division Manager with instructions to put it into effect. This is the way it *should* have been handled in our organization except that the Assistant Regional Forester could have approved the plan and issued the final instructions over his own signature. However, if the discussion with the Supervisor had failed to bring the Supervisor and Assistant Regional Forester into agreement it would have been much better to have the Regional Forester approve and effectuate the plan.

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W. M. NAGEL

BLACKFEET

KALISPELL, MONTANA

2. A management plan is peculiar to a limited area and involves various

steps in the handling of one of the several resources of a forest. The average management plan might represent from 15 to 25 percent of the total acreage in one Forest. Naturally it represents a much smaller percentage of the Forest work as a whole.

A management plan then, is analogous to such a problem in the Kendall Company as, for example, the obtaining of raw materials in a fractional part of the territory in which one plant, or each of two or three plants, under one general manager, depends on for its raw materials.

If the above comparisons may be taken as satisfactory, then surely the problem is one within the duties of the general manager. His department which handles this work would make their plans for obtaining raw material in each of the sections on which they draw.

While there may be some occasion for securing advice from a member of the president's staff, the responsibility for the preparation and execution of the plan would rest squarely on the shoulders of the general manager. By no means would the president or a vice-president have sent a bunch of specialists into this general manager's territory to decide these problems for him, and then have given him the plan to carry out. Ordinarily, the specialists would have come only on invitation from the general manager to assist his organization or to advise on questions of company policy.

3. Here we have a problem that affects all divisions of the company rather than only one.

Since each division may maintain records in line with the requirements of its general manager, we must assume that the accounting and budgetary control records did not meet the needs of the president, rather than that of the divisions.

The problem then, is discussed at a meeting of the president's cabinet and recommendations for changes are made to him. If acceptable, he then informs his staff and the general managers of the divisions of the changes to be made in so far as the company records, rather than purely local records, are concerned.

The comptroller and his staff then give to the accounting department of each division the benefit of their skill and training in putting the new plan into effect.

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J. V. LEIGHOU

GUNNISON

GUNNISON, COLORADO

1. The organization of the Kendall Company shows much similarity to our own except that in our own organization the functions are combined and staff and line authority are combined in the same man, that is, while the Assistant Foresters and Assistant Regional Foresters act as staff men to the Forester and Regional Forester, they are also acting as managers in their particular



line and have line authority.

2. The case of the management plan handed down might have been handled similarly by the Kendall Company except that I doubt if they would have asked the Supervisor or Manager to sign it as his own work and opinion. If they desired it put into effect it would no doubt have been presented as something that appeared to be best for the organization. More likely, however, the plan would have been prepared by the Supervisor or manager after a conference with the staff men.

3. The cost system, under Kendall system, would, I believe, have been prepared in the office of the comptroller.

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RICHARD L. P. BIGELOW

R. MCCAIN

TRAVIS M. TYRRELL

TAHOE

NEVADA CITY, CALIF.

1. Forester and Associate Forester are comparable to President and Assistant to President; Chiefs of Office are comparable to Staff Committee with the exception they also have Functional control. Chiefs of office not only act as Staff but also issue executive orders. Only matters relating to policy are handled directly by Foresters. Kendall's staff evidently discharge their responsibility through recommendations rather than orders to the line managers. Regional Foresters are comparable to Division General Managers.

Regional Chiefs of Office are comparable to executive heads of functions—sales, manufacturing, etc.

National Forests (Supervisors) are comparable to Plant Managers.

The Assistant Foresters spend considerable time in the Regions—as do the members of the staff of the Kendall Company; in this way the knowledge of and the enthusiasm for the general aim and objectives of the Forest Service, are spread throughout the organization. The Kendall organization bears down on understudies and training within the organization, which is comparable to our policy.

2. The plan would be formulated by the Staff, from contact with the executive heads of functions. The chairman of Research would then discuss it with the General Managers for their suggestions along administrative practicability of the plan. It would then be put up to the President for his approval. He would then put it into effect through his general managers.

3. In the Kendall Company the comptroller would formulate the plan through contact with the accounting department. He would then put the plan up to the Staff Committee for their approval. The Chairman of Research would put the plan up to the General Managers for their approval. It would then go to the President to be put into effect on the plants through his general managers.

1. The divisional organization is very similar to our Regional office organization. The staff committee and president make up an organization quite similar to that of the Forester's office, except that apparently members of the staff committee do not have as much authority in directing the divisions as do assistant foresters in directing the actions of Regional Foresters by issuing instructions. In this organization each division has certain responsibilities in research. In our organization we are getting away from that idea and the research organization is playing more of a lone hand is so far as the divisions are concerned, and is directly responsible to the head office in Washington.

2. If staff men in the Kendall Company had prepared a plan it would have been more in the way of a sample and it would have been put up to the president for his decision. If he thought it worth while he would have sent it through the proper channels to division chiefs with the suggestion that they give it a trial.

3. Kendall Company would have given each division a rather free rein in making any changes in the cost system and the Comptroller's office would have acted in an advisory capacity. If after each division had developed a system to its own satisfaction it was felt a standardized system was needed for the whole organization of Kendall Company, the system would have been reviewed and correlated by the staff, then submitted to the president. Probably any standardized system developed by Kendall Company would contain only the essentials and the details of how they were to be applied would be left to the respective divisions.

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H. E. FRENCH

F. J. POCH

SAN ISABEL

PUEBLO, COLORADO

1. In the Kendall organization the staff committee are not branch chiefs and have very limited line authority, while in the Service the branch chiefs act in both staff and line capacities. As we understand the Kendall organization, the staff committee serves only in an advisory capacity to the President, while the individual personnel of the staff committee serves in the same manner the particular division of the several branches of the work in which the committeeman is a specialist.

Any line authority the staff committee may have must be exercised through the President, while in the Service organization the branch chiefs may act direct, assuming that the branch chiefs are to some extent similar to the staff committee of the Kendall Company.

The Service organization is similar to the Kendall Company in that local policies for the several Regions are determined by the Regions themselves and general policies are referred to the Forester for decision.

2. It is our opinion that the case 2-a of lesson 3 would have been handled



by the Kendall Company as follows:

Assuming that the particular plan involved the selling division, the staff committeeman functioning only as an advisory member would meet with the operating committee of say, the Lewis plant, and with them develop a sales policy applicable for that particular branch, keeping in mind of course, the more general policies of the organization as a whole and the fact that the staff committeeman is functioning only in an advisory capacity. In all probability the sales manager of the Lewis plant, in cooperation with the operating committee, would draft the sales plan which, in turn, would then be submitted to the staff committee for consideration in so far as it affected the general policies laid down for the organization as a whole. The staff committee would then make recommendations only to the President for approval or modification. Approval by the President would place the plan in effect.

3. In this case it seems to us that the staff committee would determine the general policies and procedure applicable to the organization as a whole and then the comptroller would meet with the operating committees of the several branches and interpret the general policies and procedures as recommended by the staff committee. He, in turn, would secure from the branch committees their opinions and recommendations which would be submitted to the staff committee for consideration and final recommendations for the President.

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W. G. WEIGLE

SNOQUALMIE

SEATTLE, WASH.

1. The Kendall Company organization is similar to the Forest Service organization in that both are developed on the general plan of Line and Staff. In the lineup of the Kendall Company the President and Asst. to the President correspond to the Forester and Assistant Forester and the General Manager and his several executive heads correspond to the Regional Forester and the Assistant Regional Foresters. The Forest Service organization is, of course, carried on down from the Regional Forester to the Forest Supervisor and District Rangers and their assistants, while the same might be done with the Kendall organization. The arrangement of Line officers in the Forest Service is very similar to that of the Kendall Company and the duties of the Staff officers of the Kendall Company are in part similar to the Forest Service. The Assistant Foresters, although Line officers with functional duties in their several branches, are staff officers who report to the Forester along the line of policy and anything else that affects the Service as a whole. The Regional Forester in the Service organization corresponds to the Divisional General Manager in the Kendall Company organization, the Assistant Regional Forester corresponds to the several Vice-Presidents and others in charge of Sales, Manufacturing, accounting and Office, Personnel, etc., in the Kendall Company.

The Regional Forester, Assistant Regional Foresters, and their assistants

meet once each week to talk over matters pertaining to the welfare of the Service, which is quite similar and corresponds to the Operating Committee of the Kendall Company. The Forester and Assistant Foresters and their assistants get together in Service meetings once a week for conference, which corresponds in part to the Staff Committee of the Kendall Company. In the Forest Service organization the line officers or executive heads are all correlating officers. In the Kendall Company the divisional general manager probably has most of the correlating work to do. In further considering the similar and dissimilar characteristics of the Forest Service and the Kendall Company organizations it might be well to look at the basic principles and factors upon which each administration should be founded. Some of these principles and factors are as follows:

1. Constructive leadership.
2. The development and application of sound policies.
3. Research and application of results.
4. Intelligent selection and utilization of executive personnel.
5. Emphasis upon the training function.
6. Development of responsibility.
7. Effective motivation of the organization.
8. Means of measuring actual results against well set standards.

It is believed that both the Forest Service and the Kendall Company show similarity in constructive leadership and in the application of sound policies.

The Forest Service has developed a wide range of research and is applying its findings, which is similar to the research activities of the Kendall Company, but that of the Kendall Company shows up less conspicuously and is applied differently in the organization.

The Forest Service and the Kendall Company show great similarity in their selection and utilization of executive personnel.

The administration of the Forest Service and the Kendall Company also shows great similarity in their training of personnel, development of responsibility, motivation, and in measuring results against set standards.

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HAROLD L. BORDEN

WILLIAM B. FAY

HOLY CROSS

GLENWOOD SPRINGS, COLO.

1. The organization appears to be very similar to that of ours.

Opposite the President we have our Forester; in place of the Assistant to the President, we have our Associate Forester; opposite the General Managers our Regional Foresters; in place of the Staff Committee, we have the Assistant Foresters; and in place of the executives we have our assistant Regional Foresters.

In our organization the operating committee can be said to be composed of the Assistant Regional Foresters and its weekly meetings the present weekly



committee meetings and the coordinating board meetings if such they are.

The staff committee in the Kendall Company corresponds to the Assistant Foresters in our organization and their weekly and other meetings.

The main differences are:

1. The Forester instead of the Associate Forester acts as chairman of the Staff Committee when present.

2. If I read this type of organization correctly there is not in our organization that coordination found in this company and this is probably true because of the fact that in a company such as this every branch must be working in harmony with the other to make the thing a success. In our organization it appears that the various main branches comparable to their units, such as for example Lands, Grazing, Forest Management in fact everything possibly but operation are more distinct units and as such function pretty much to themselves. In other words the Committees present in this Kendall Company while in a measure present in our organization likewise do not function to the degree pointed out in this lesson for the Kendall Company. If we could obtain more of this in our organization they would I believe be almost identical in every way.

Question No. 2.

. In this particular case this would not have been handled by the chief executive of the branch concerned but would have come up in the operating committee. There undoubtedly after considering the matter, the supervisor would have been brought in and his suggestions given an airing and incorporated into the result.

Question No. 3.

We are assuming here that this question of a change in the accounting system came up first in one of the four divisions. This being the case it probably first came up in the general offices or with those directly concerned with accounting, probably first in one of the units. Thru some minor executive it was transmitted to the major executive, brought up by him in the operating committee, discussed, layed on the table until the other executives could take it up with their organizations, again brought up, discussed, conclusions reached which were transmitted to the General Manager and the staff committee thru their functionalization of certain specific branches. The General Manager no doubt took this up with the Research Chairman. At the next Staff meeting it would come up, discussed, referred to the other divisions for their ideas and tabled until they came in. As soon as they did or at the next regular meeting of the Staff it would be threshed out and the results presented in the form of a written report to the President for his action.

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T. H. SHERRARD

MOUNT HOOD

PORTLAND, ORE.

2. Study of the organization chart of the Kendall Company does not tell

me how the Kendall Company would handle Case 2 (a) Lesson Three. Organization charts appear to be susceptible of varied interpretation, depending upon just what the dotted lines and curlyques may mean, but Mr. Lampson's discussion makes it clear enough to me that they would not have handled the matter as did the Forest Service staff men. A matter as important from a standpoint of policy as a management plan which it had taken a party of staff men two years to prepare would have gone not directly to the Divisional General Manager with instructions to put it into effect, but to the Staff Committee for consideration and comment. The Staff Committee would have submitted it to the President with its recommendations. Executive action would have been taken by the President or Assistant to the President by sending it to the Divisional General Manager who would likely have taken the plan up with his staff before giving it to the operating executive to put into effect.

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P. KEPLINGER

WASHINGTON, D. C.

2. In the discussion of lesson three I said that the case 2-a should have been handled according to the Manual. Here, of course, the same idea applies, only in this case we do not have a manual but only a much abbreviated sketch of the organization. However, in a general way your interpretations agree, so the sketch must be fairly clear. Almost everyone has said that the studies necessarily would be conducted by the staff and the decisions would be made by the line. While the case did not so state, the plan was a Branch plan rather than a general management plan. The Kendall Company has it's Branch plans as well as it's general plan for each operating unit. This might have been a sales plan or a production plan or an office management plan. The only difference would be in the type of staff men assigned to the job.

Without considering where the need might originate or how the job would be motivated, I want to summarize briefly the trend of opinion as to action after it had been assigned to a definite staff man or group. This staff group would have understood that its job was to make a tool for the use of someone else, hence their first move would have been to find out the needs of that someone who would use it. Primarily this would be the local office and the central office, but it would go down the line as far as necessary to get the last executive whose responsibilities would be affected. In our case this would be the ranger.

This staff group would then, after the necessary investigation of data, make a plan integrating and correlating the operating needs or obligations of the executives involved. The plan would then go to the lowest executive (say the general manager) for review. If it did not meet his operating needs, he would show why and wherein and ask for revision. When revised he would approve. This approval would merely mean that the plan met his local operating needs and under it he could meet his obligations and responsibilities.

The plan would then be referred up the line to find if it also met the

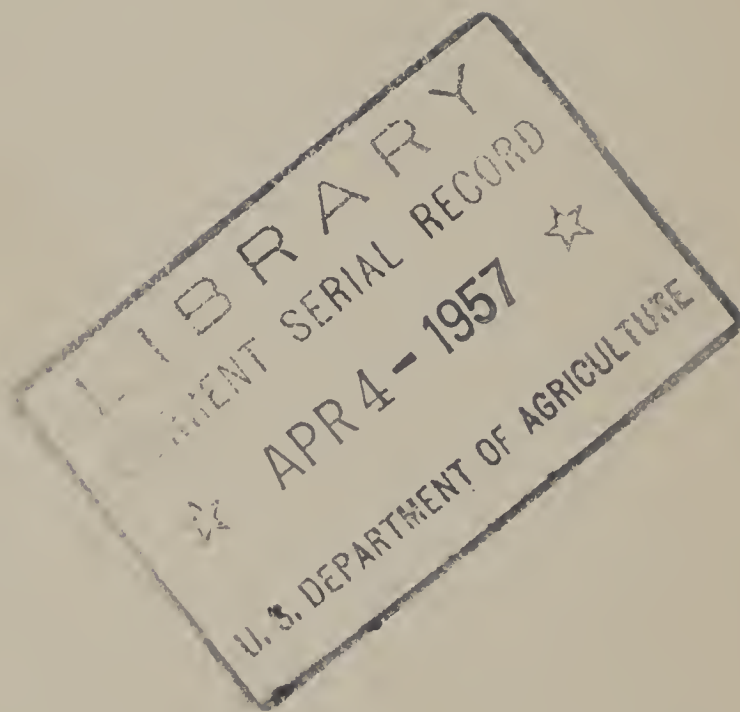


broader responsibilities or needs of the Company. The Staff Committee would consider the functional needs of each Branch affected and also the general needs or obligations of the central office. If it were found that local needs were in conflict with Company needs an attempt would be made to integrate the conflict. It would be integration rather than compromise for integration attempts to satisfy both while compromise is an agreement based on concessions. If the difficulty could not be integrated, it would be settled by an executive decision, in this case probably by the President. In making his decision, the President would be careful to respect the authority previously delegated to the General Manager. In a smooth running organization it is as necessary to respect authority down the line as up.

One difficulty with a staff organization is that some executives feel that they must stand back of their staff. Others feel that they must back the line man. The better way, if it is their decision, is to make it without reference to persons but on basis of facts presented. The more common error is to delegate authority and then continue to make the decisions. However, here as elsewhere, it is the borderline case that causes trouble. The General Manager thinks it is clearly his decision, while the staff committee thinks not. As said in the supplemental reading, each man must make it a part of his regular working habit to respect the responsibilities of others. When this fails there should be an attempt at integration, and when this fails, as it sometimes will, "management" must coordinate.

3. Here also, planning the new system would be a job for staff specialists. But here again their job would not be to decide what was needed, but to find the cheapest and best way to get what the operating executives needed. So their first job would be to find out needs. The executives in the plants have needs; the executives in the Boston office have needs; the staff job is to correlate and integrate these needs into a workable system. As someone said in a discussion any considerable problem would be referred to research.

In our case the study course was an attempt to get from a large number of operating executives their operating needs for costs. The staff men working wants; if he does not want it he does not expand. Only general needs will be on this problem had also to get the needs of the central office. The field needs were so many and so varied that they were met by a system of "expansion" accounts. The field executive expands certain accounts to get what he required, local needs are optional.





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# ORGANIZATION

## A STUDY OF

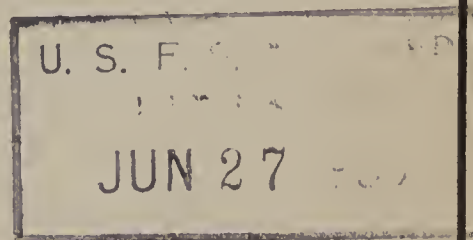
### PRINCIPLES AND TRENDS

BY

FOREST OFFICERS, U. S. FOREST SERVICE

### FIFTH LESSON

February 14, 1931



Discussions of this lesson should reach  
Washington not later than March 10, 1931

# ORGANIZATION

## LESSON 5

### ANOTHER EXAMPLE

The organization used as a basis for this lesson was chosen for three distinct reasons:

(1) I was told by students of organization, including Mr. Donald of the American Management Association, that it was of high type, representing the latest and best thought in organization theory.

(2) A recent and unusually good discussion of it was available.

(3) It is in many ways remarkably like our own. It is very widely scattered with Regional Offices interposed between the operating units and the head office.

That the organization is as stated under (1) seems probable. It is a new organization without limiting traditions or fixed work habits. It is a subsidiary of a progressive organization with unlimited resources, known to employ the best available experts. The care and study given it is indicated by the intimate knowledge Smith, the Assistant to the President, has of the principles of organization and management and the details of organization theory. It is indicated also by the exactness of detail given by Smith and shown in his organization charts. One feels convinced that if there is a better way to organize for this particular enterprise a very careful study of every possible contingency failed to find it.

Also, one feels that the entire story is not told. Research, also personnel, legal and other functions of a going industry are not included. Just what kind of cases does this "special delegated authority" cover? Suppose the "General Manufacturing Manager" gave the "Production Manager" direct instructions instead of "advise", what would happen? Or if the advise of the Regional Production Manager interfered with the plans of the Sales Manager what would be done about it? It is not that these things have not been considered and provided for; the discussion recognizes the importance of such questions and gives most of its space to the machinery set up for their prevention, only it is difficult to give all the details one would like, to outsiders.

In this emphasis on correlation it is like the case studied in lesson four; instead of giving us a picture of the entire organization it singles out that portion of it most concerned with correlation and attempts to show us the organization set-up through which correlation is effected. The answers to the questions asked above would be, I believe, questions of management rather than organization. The organization defines the duties. If an official oversteps the limits of these definitions, action by management is required. The best possible or-



ganization plan would fail without good management.

It is interesting to see how Smith leads up to and develops his idea. To begin with he states three broad principles of organization—"the scalar principle, the coordinative principle, and the functional principle. The first of these he merely mentions and the last he takes for granted—the second is the only one discussed. This scalar principle seems to refer to the geometric ratio that exists between the numbers of employees at the various levels of administration. For example, for every ten laborers there should be a foreman, for every ten foremen, a supervisor, for every ten supervisors, a superintendent, for every ten superintendents, a manager, and so on up to the top, depending on the number of people in the organization. Only the number isn't always ten. In fact, it is usually less than that except for the first group. The functional principle we have already discussed.

In lesson two we discussed "line and staff" as a recognized standard type of organization. Here we are told that line-and-staff is not a principle of organization but a principle of operation—"the *inevitable* means that the general manager takes. . . to secure the satisfactory discharge of his operating obligations". It is not a principle of organization; neither is it a principle of operation. It is a method or plan of organization through which operation is effected. It is not usually considered inevitable, but it is interesting to see that the best, most successful organizations are adopting it. It has resulted from the need for integrating such conflicting principles as "one man control", "specialization" and "decentralization". It gives rise to the biggest problem in management—correlation.

In his discussion of the Kendall Company organization, Lamont gave most of his attention to correlation of line and staff. In the Report of our Regional Foresters conference in Denver in 1925, it is stated that successful coordination is impossible (See topic 10); that the Supervisor must necessarily act as a "shock-absorber" to equalize the demands of Branch chiefs. Smith claims that the General Motors Export Company's method is successful, but this is not fully accepted by his hearers—Bergen in his discussion of the paper says, "apparently management has yet to solve the problem of integrating satisfactorily the activities of the 'functional' and the 'line' executives and of defining just what this integration consists of".

From Mr. Smith's discussion, it seems that the method they have used in correlating is to carefully analyze every possible function and to define definitely every contact and relationship. With these definitely defined it is up to every man to keep to his job. Each man "needs clearly to appreciate the necessity for proper coordination" and "as a matter of working habit" differentiate between matters that come within the scope of his own responsibility and that delegated to another. He must respect the plan which allots responsibility to another and appreciate the necessity for the others to carry on in an unhampered manner. With these necessities and responsibilities known and

understood, it is a part of management to see that they are respected. It requires discipline and control but this can be effective only when responsibilities are clearly defined.

Just what method has been used to make the dividing lines between jobs definite and clear-cut? Analyzing their "operating obligations" it is found that they may be divided into three fairly distinct groups: Planning, Administration, and Results Control. But "planning" in itself is a very indefinite term; it must be defined. The definition given on page sixteen gives ten distinct groups of activities. With this definition as a guide, the statement that responsibility for planning is delegated to staff men takes on more definite meaning.

Administration too must be defined. Their definition is broader than that which we took from Sheldon. Sheldon limited administration to the policy forming, directive function, the "setting of the compass of the organization". The General Motors Export Company adds to that, the executive function necessary to the execution of policies. "The day to day work must go on." The thousand and one things that happen hourly in a big organization must be done. Such things will not continue indefinitely on their own momentum. Someone must see to it that they are done, down to the last detail. Someone must supervise their doing. This is called line work and is delegated directly to line officials.

Results Control is defined on page seventeen. It includes three distinct lines of work. All three are staff jobs; Control is not used in the sense of having or exercising authority to control. It is the handling of the machinery necessary to securing for the executive the information needed in exercising his line control.

After these distinctions have been made as carefully as possible the administrative work is delegated to one group of officials and the planning and results control to another. In this delegation, the line men are delegated both responsibility and authority while the staff men are given only responsibility. This we are told a number of times. The men responsible for administration are given authority to act. They issue instructions direct when necessary and get things done. On the other hand the staff men have responsibility for methods, practices, etc., but no authority to issue instructions with reference to these methods.

What does it mean to be responsible for planning with no authority over the execution of plans? What about the "principle of authority" studied in lesson three? In order to correlate line and staff the Company found it necessary to make these distinctions and require their observance. The reasons, I presume, is that planning is a line function. To give staff men authority in the execution of plans automatically makes them line men and brings you right back to the condition you were trying to get away from when the staff was created. To make the planning effective there must be cooperation. Smith



indicates that it depends on two things: first, the staff men must build up "an authority of ideas". They must plan so well that the line men will want and use their services. Second, the line men must recognize and respect the responsibility of the staff and give their work consideration—not only use but seek their help. The justification for the staff is that line officers have not the time for the specialized studies that some of their work requires. These items requiring special study are taken from the line man's list and turned over to specialists, not for action but for investigation. After they have been studied they are returned to the line for action. If the specialized effort is not to be lost, the line must make full use of its advice and assistance. Both must exercise good judgment and common sense in carrying out the spirit and intent as well as the letter of the instructions governing their cooperation. It is the function of Management to see that this is done. Smith says, that success depends upon three things: "First, upon an understanding of its principles, second, upon "possession of the wherewithal", and third, upon "the will and capacity to adhere to them".

In the beginning I said that this organization is remarkably like our own. You have no doubt, noticed many things other than Regional Offices that we have in common. For example, we recognize, in our correspondence and reports as well as in the field, the direct "informational and advisory contact" between the functional chief in the head office and the functional executive in the Regional Office. Do we have also a direct "line" contact? Between the Regional Office and the Forests differences are greater. We center more responsibility on the Supervisor than they do on the Managing Director, do we not?

In Smith's organization chart the "managers" in the Regional office are "staff" men while in the operating units they are line men responsible for getting things done. In our organization we do not carry the functional organization to the operating units, at least not complete. We do have some "fire deputies", "improvement deputies", or "grazing deputies", but not the complete set-up of the Regional Office. Possibly for this reason, the functional executives in the Regional Office are line men. As I understand our organization plan they are delegated all three of the operating obligations. The result is (this is a personal opinion, not an authoritative statement) that they give most of their attention to administration and largely delegate planning and results control. Of course, differences do not imply that either is right and the other wrong. While both have the same management functions and are governed by the same principles, each has its own distinctive work and its own objectives.

#### SUGGESTIONS FOR DISCUSSION

1. Discuss similarities and differences between this plan of organization and our own. Some of these have been mentioned in the lesson. Compare

charts and lines of authority or responsibility.

2. Consider this case which I outline very briefly since many of you are more familiar with its details than I:

Largely because of differences in developments in regions depending on operating units, the volume of work in the units seemed to be out of balance. In an attempt to find out to what extent this was true and what could be done about it and where, a job analysis program was started. This analysis has been completed for one position in the operating units (District Rangers). The analysis involved the work of all functional branches. It indicated among other things:

- a. A need for better operating plans.
- b. A readjustment of the operating budget.

Work plans (ranger) have been made and the budget adjustments have been started. You know fairly well how it was done.

Faced with the same problem, with functions and authority as given by Smith, how would the General Motors Export Company have handled it? Who would initiate action, who make the analyses, who direct and supervise it, who make the necessary decisions, who make the plans, who put them into effect, who give them the necessary follow-up, etc? Distinctions between responsibilities are supposed to be so carefully drawn that there is no overlapping. Are they?

While this is a suppositional case it is not an improbable one. Any expanding organization is apt to find itself in the same fix. Quite likely this organization will.

3. In the supplemental reading, Smith makes "Results Control" one of the three "operating obligations" of management. On page 17, he defines results control, including in it three groups of activities.

What is the organization set-up provided by the Service for handling results control?



## SUPPLEMENTAL READING

### LESSON 5.

*(From a Paper presented at the Annual Spring Convention of  
the American Management Association, May 12, 1930.)*

#### ORGANIZATION AND OPERATING PRINCIPLES

*By Edgar W. Smith, Assistant to President  
General Motors Export Company*

It is not the intention of this paper to treat the subject of the philosophy of organization as such, for the philosophy is so complex, and requires such profound analysis and explicit definition for its proper understanding, that the time at my disposal would not allow me to touch upon it even if I were qualified to do so.

We must start, then, with the fact that very definite principles of organization do exist; that they are common to all forms of activity which human beings collectively may undertake, whether political, social, military, religious or industrial in their nature, and that they divide themselves into three major classifications—the scalar principle, the coordinative principle and the functional principle.

What we are concerned with in this paper is that a structure of organization arises out of a proper interpretation and application of these principles, and that this organization structure is put into our hands to utilize in an operating sense for the attainment of our established objectives. I can hope to give you, therefore, only a knowledge of what we have done in the General Motors Export Company in the way of creating an organization structure, and what we have attempted to do in the way of providing a set of operating principles for its effective and profitable use.

The General Motors Export Company is the Division of the General Motors Corporation charged with the responsibility for distributing the Corporation's products in all territories outside of the United States and Canada. It is, in fact, the consolidation of what would otherwise be the export departments of all of the Corporation's car and truck manufacturing units, including the Chevrolet Motor Company, the Buick Motor Company, the Olds Motor Works, the Oakland Motor Car Company, the Cadillac Motor Car Company and the Yellow Truck & Coach Manufacturing Company. As late as 1926 the Export Company was composed of thirteen different operating units; the total number of employees on the payroll was 2,567; and sales volume was running at the rate of \$85,000,000 a year. In the three years that have elapsed, the Company has expanded to include a total of twenty-two self-contained, self-administered companies, operating nineteen assembly plants, five warehouses and three distributing organizations in the 110 overseas markets it is

serving; the personnel employed has increased to over 19,000, and the sales volume in 1929 attained a figure of close to \$300,000,000. The program of expansion which has resulted in these changes has been carried on, and is being carried on today, through the medium of an organization which functions in strict accordance with the line-and-staff principle of operation. Adoption of this line-and-staff principle became inevitable with recognition of the potential size, diversity and extent of the Export Company's business. It is peculiarly suited to the needs of such a business, and we believe sincerely that without the strength and flexibility it has provided, our rapid growth in this short period could not have been attained.

I should like to emphasize again here that this line-and-staff principle is not a principle of organization, but strictly a principle of operation: it is simply one of the ways—and the most effective way, I believe—in which the organization principles of delegation, coordination and division of duties can be molded to practical use in the attainment of the objectives which are being sought.

The terms "Line" and "Staff" themselves have, very obviously, been borrowed directly from military parlance. A line officer performs actual operations, in the theatre of war most frequently, but also in the seclusion of a distant building at headquarters; and the operations he performs include both thinking and doing. The captain in an infantry regiment in France during the war was patently a line officer; so also was his regimental commander and his army commander and the Commander-in-Chief of the A. E. F. Bu—and this is a point not widely recognized—so also in fact was General Peyton C. March, Chief of Staff of the United States Army, who sat at headquarters back in Washington. All of these officers thought and acted. They acted in the sense that they did things and exercised direct authority—but it in no wise affected their status as line officers that they should also have been obliged to think. Probably the chief element of confusion to an understanding of line and staff operations is that planning, as expressive of forward-thinking, should somehow be considered exclusively as a staff attribute. A staff officer, as a matter of fact, does assist his line superior in the latter's thinking and planning. In the army, the staff officers attached to the Chief of Staff aid in the development of strategy and the provision of materials both of which enable the line officers—including factually the Chief of Staff—to carry on.

The use of a staff is not, of course, confined to any single officer. An army commander has a staff, a corps commander has a staff, and a division commander likewise; and in the smaller units, down to the company, there are staff functions to be performed. In our organization, the General Manager's Staff exists in the persons of the functional Department Managers; these Department Managers themselves have certain assistants who act on frequent occasion in a staff capacity; our Regional Directors out in the field have their staffs, and, in the case of our Managing Director at each individual



plant, his line lieutenants function in a staff capacity whenever they act with him as advisers and consultants. It is to be noted in this connection that no man in the organization—with the exception of the President—is either pure line or pure staff in the day-to-day conduct of his work, for staff officers execute very definite line functions in the administration of their own departments, and so typical a line officer as the General Manager discharges staff responsibilities in his consulting and advisory contacts with the President. The President himself is pure line.

Possibly the simplest way of expressing the difference between line and staff attributes is to state that if the administrative head of an organization has sufficient time and sufficient ability to study in detail and be thoroughly familiar with all phases of the work for which he is responsible, he would not need a staff. Therefore, a staff organization can be looked upon first of all as a group of men who, at the direction of the administrative head, study and analyze problems and develop plans to the end that the administrative head may have before him the necessary facts and opinions upon which to base judgment and take action. A staff is something to lean on. This is its original meaning, from which we have arrived at the derivative sense of the term as we employ it.

Before we attempt to apply the line and staff concept of operation in detail to our organization, it is desirable that we look first to what we may call the “operating obligations” of any industrial organization, including, of course, our own. These operating obligations are inherent in all management: existing with us originally in the President, they are delegated by him for actual pursuit and accomplishment to the General Manager. In an organization of the scope and complexity of the General Motors Export Company it is necessary for the General Manager in turn to delegate responsibility and authority in generous measure to his own subordinates in order to assure the attainment of his ends. It is important in this connection to note that these operating obligations again have no inherent identity with the line and staff principle of operation as such: *The line and staff principle of operation is simply the inevitable means that the general manager takes, in his obvious inability to do so personally, to secure the satisfactory discharge of his operating obligations.*

The operating obligations of the management are divisible very naturally under three distinct heads:

1. Planning
2. Administration
3. Results Control

The line and staff principle of operation permits the General Manager primarily to delegate a large measure of the responsibility and authority for Administration to his line officers in the field; it permits him, also primarily, to delegate a large measure of the responsibility for Planning and Results

Control to the staff officers by his side in New York. The authority and responsibility projected out to the line officers in the field is for all functions of operation in a restricted territory; the responsibility delegated to the staff officers in New York is for a single function of operation in all territories.

For purposes of logical development, let us discuss first the obligation of administration.

Our day-to-day business must go on. Cars must be sold and serviced; men must be hired and trained; materials must be flowed into the plants and along the assembly line and out to the distributors and dealers; the thousand and one things that happen daily and hourly must be done. No one man can do them all; no one man can even directly supervise their doing. Limitations of time, distance and human capacity determine these elemental facts. Twenty-eight individual operating units, such as those comprising the Export Company, would, even if they were located within the boundaries of a single state, be unwieldly of direct administration by a single man. The diffusion of interest and attention among so great a number of points of operation would obviously be too considerable, and the problems involved too complex, to permit of satisfactory handling in this manner. It would be natural in the circumstances to combine the individual units into wieldly, less-numerous sub-groups, and to put at the head of each sub-group a man to whom the General Manager assigned the responsibility and delegated the authority necessary for its direct and competent Administration. The operating units of the General Motors Export Company are not located in a single state; they are scattered over the face of the globe. This fact of their remoteness, from New York and from each other, lends additional emphasis to the necessities cited. It is for these reasons, then, and because it is desired to simplify the organization structure rather than to complicate it, that the office of Regional Director has been created. A Regional Director is placed in charge of each of the major territorial divisions throughout the world; one in Europe, one in South America, one in the Far East and one in Australasia.

We are, therefore, brought to the first step in the definition of our organization chart: The General Manager has delegated to the Regional Director, as LINE authority and responsibility, a large measure of the Company's OPERATING OBLIGATION having to do with ADMINISTRATION, and the Regional Director accepts this authority and responsibility, for his particular block of territory, in all of its functional elements of management, sales, finance, manufacturing and supply: (See Fig. 1)

Let us turn now to the other operating obligations of Planning and Results Control.

By the same reasoning that goes to establish the impossibility of direct administration of all territories in the world from a single source, it is obvious that the planning, coordination and checking of results under their various



primarily specialized aspects of sales, finance, manufacturing and supply, are equally a practical impossibility. The General Manager finds it expedient and necessary in these circumstances to allocate the responsibility for doing the greater part of this work to a number of men, each of whom is charged with assisting and advising him in the particular field for which he has been chosen. The so-called “functions” of sales, finance, manufacturing and supply are simply the logical and convenient avenues of specialization which have arbitrarily been determined upon; the word “function” itself has no particular operating significance beyond its meaning of specialized activity, management itself is a function; publicity, service and inventory control are functions subordinated to certain others for ease of classification and government. Thus in

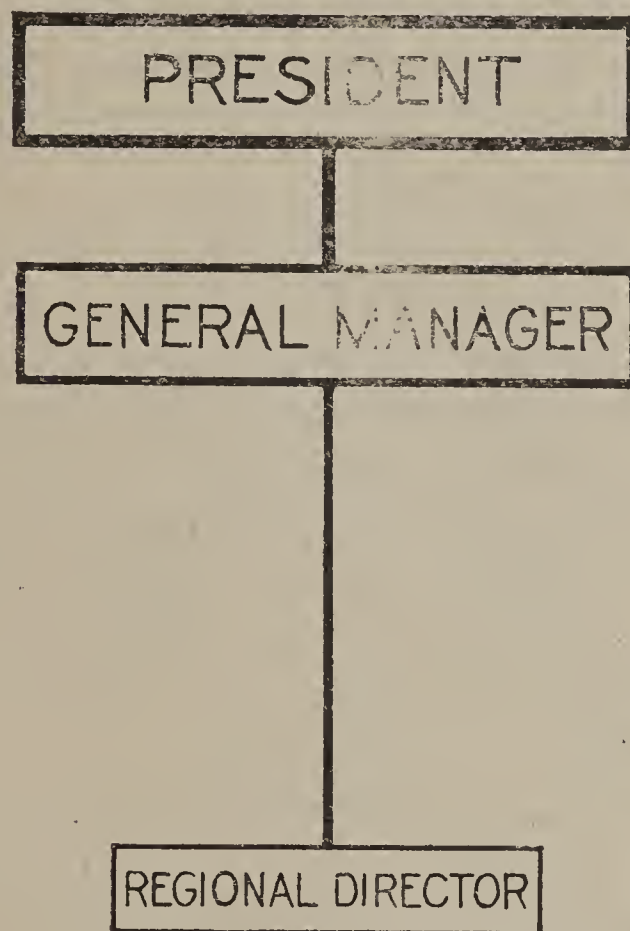


Fig. 1

discharging his operating obligations of planning, in so far as it applies to the elements of the business that have to do most closely with the sales activity, the General Manager looks largely to the General Sales Manager for staff aid and counsel; he looks similarly to the General Manufacturing Manager for planning as it has to do with the functions of manufacturing; and he looks to each of these officers, respectively, for staff aid and counsel in relevant matters pertaining to his own operating obligation of results control.

The next step in the organization chart, therefore, is to show the introduction of the four major “functional” staff heads in New York, as well as of one or more other staff officers, either “functional” or general, on all of whom the General Manager leans for every necessary support: (See Fig. 2)

We see, then, that a line officer—typically the General Manager—is re-

sponsible for the three major operating obligations of Planning, Administration and Results Control. Planning and Results Control he delegates largely on a functional basis, to his functional staff—the heads of the four departments of Sales, Finance, Manufacturing and Supply: this delegation is one involving responsibility alone. The obligation of Administration he delegates in a line sense, including both responsibility and authority, to his line officers in the field—the Regional Directors. The Regional Director is actually the representative of the Home Office in the field; he is, in one sense, a territorial General Manager, who happens to be located out on the ground instead of being located somewhere down the corridor in the New York Office. The virtue of the Regional Director's position rests, of course, in its consonance with our company's accepted policy of projecting authority out closer to the sphere of actual line operation; the test of the nature of his work is simply that he should do, in his particular field, what the General Manager would do if, ubiquitously, he could be in each region.

This brings us to the next step in the construction of our organization plan.

The Regional Director, himself a line executive, inherits for his particular territory the same three major operating obligations of Planning, Administration and Results Control, in all of their functional phases including management, sales, finance, manufacturing and supply. He is, of course, responsible for the satisfactory discharge of his obligations in these respects directly to the General Manager, and he receives his authority directly from the General Manager; that is to say, there is no line of direct authority running down to him from any of the staff executives in New York, nor of responsibility running up to them from him.

In the discharge of his own operating obligations, the Regional Director, who has been placed in charge of a sub-group of individual operating units, looks to them in exactly the same way that the General Manager has looked to

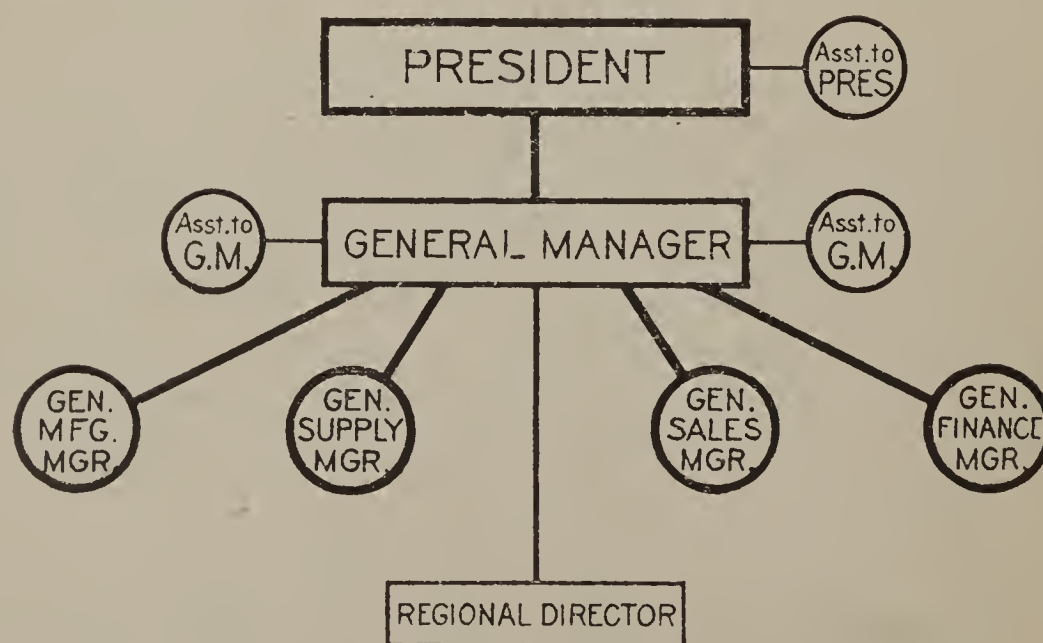


Fig. 2



him. There is the identical necessity, in only lesser degree, for delegation of authority and responsibility to the next stratum of organization beneath him; there is the identical requirement for the creation of more intimate administrative media and for the creation of more highly specialized planning and results control media;—and there is the same opportunity and logic for utilization of the line and staff operating principle in the accomplishment of these ends.

In the same manner that the General Manager delegated it to him, therefore, the Regional Director proceeds now to delegate to each of his individual Managing Directors the responsibility and authority for the Administration of each of the particular operating units going to compose his Region, under all of the major functional aspects of management, sales, finance, manufacturing and supply. We show at this juncture the addition to the organization chart resulting from this development:

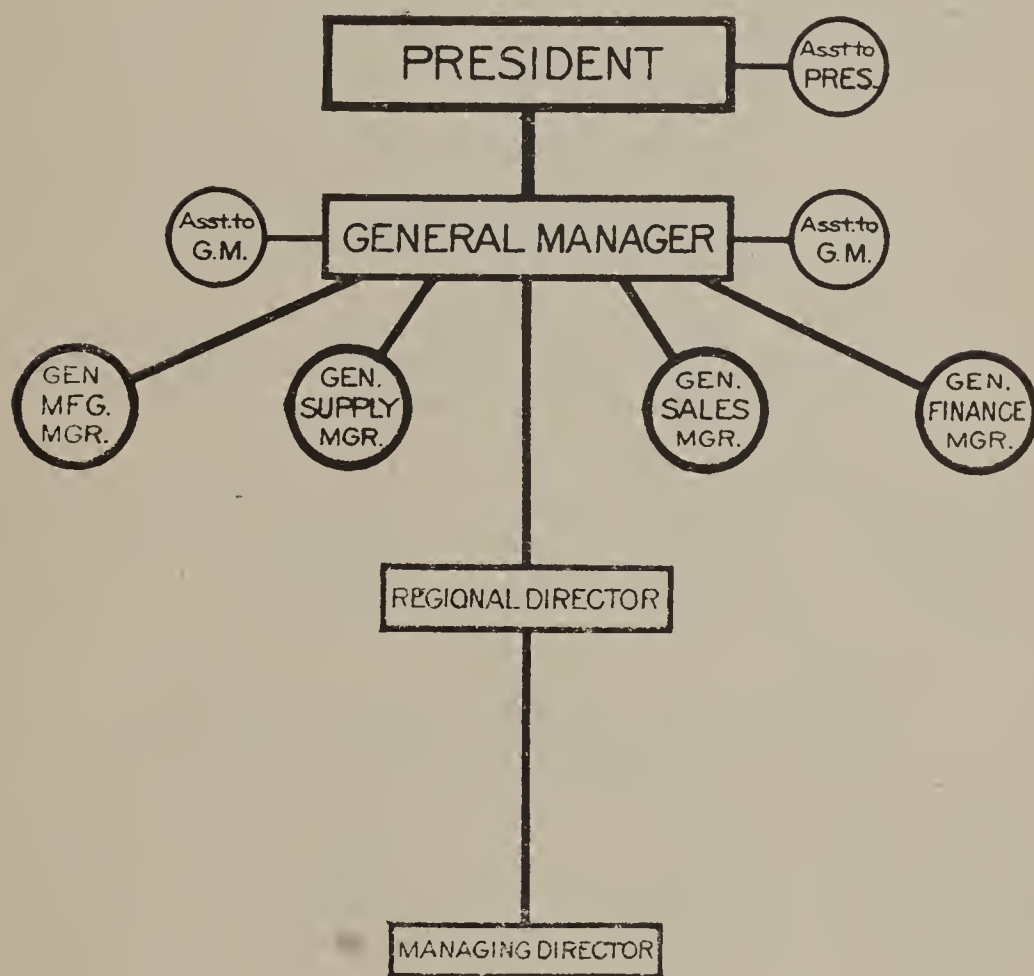


Fig. 3

By the same cause that moved the General Manager to proceed similarly, the Regional Director now delegates to staff officers he has appointed the responsibility of assisting him adequately in the discharge of his territorial operating obligations of Planning and Results Control—to a Regional Sales Manager for the sales phases of this work, and to Regional Finance, Production and Supply Managers each for these respective functions. He may also, as did the General Manager, have one or more general staff officers whose work is not functionalized: the Assistant to the Regional Director is typically such an officer.

Our organization chart has now assumed these proportions: (See Fig. 4)

The third stratum of the organization now finds the Managing Director, a line executive, possessed for his particular plant of the same three major operating obligations of Planning, Administration and Results Control. The manner in which he carries out the discharge of these obligations is generally similar to that in which the General Manager and the Regional Director carried out theirs before him: authority and responsibility are again necessarily delegated, this time to the officers in his own organization who are closer to the field and to the various functional responsibilities than he is himself. In one important respect, however, a difference exists: inasmuch as we have at last reached the ultimate field of operation—the very theatre of war—the Managing Director finds it both feasible and desirable to delegate to his functional department heads, not only the responsibility for Planning and Results Control, but also the authority for the exercise of this Planning and Results Control and the authority as well for the Administration of each respective function. The functional department heads at the plants, therefore, in contradis-

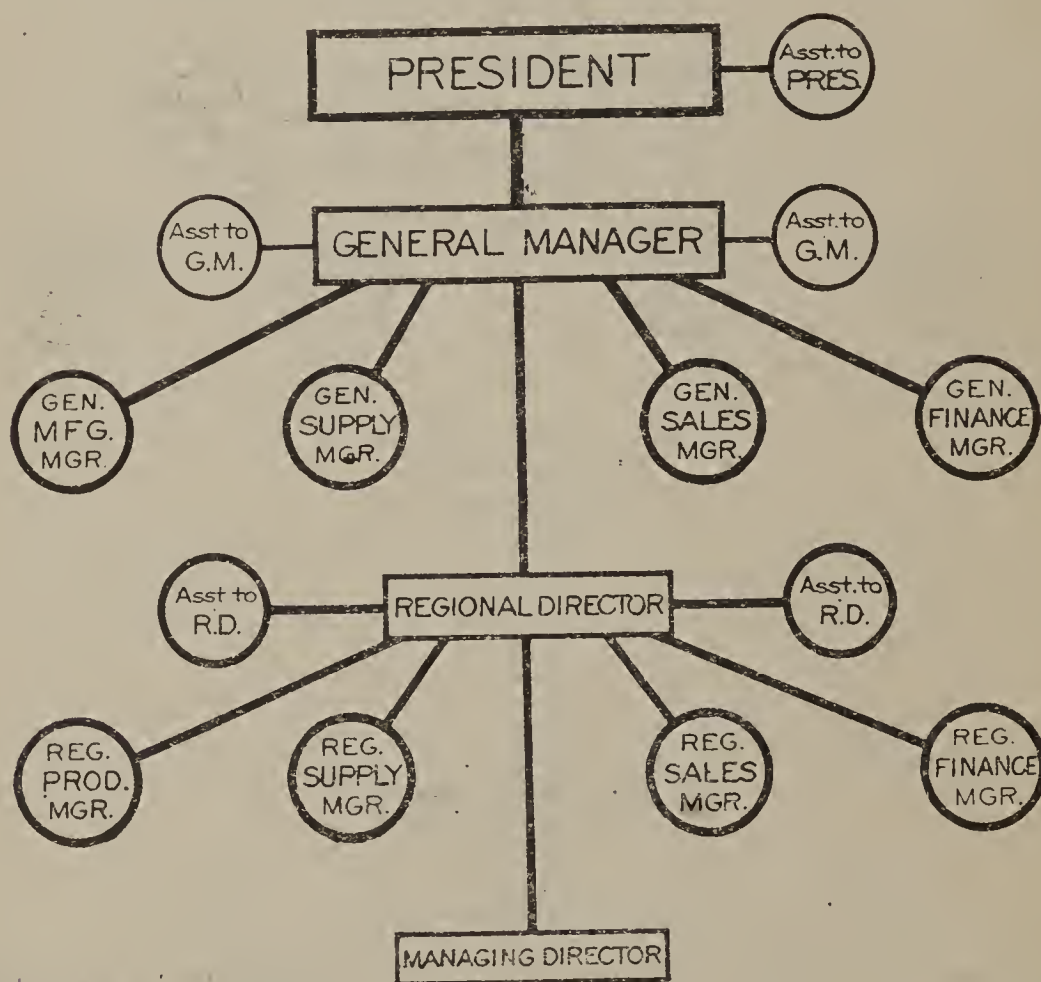


Fig.4

tion to the functional department heads in the Region and in New York, are LINE OFFICERS. It is true that they discharge staff duties when they consult and advise with the Managing Director, but they are line officers essentially; the Manager Director's staff proper is composed of one or more Assistant to the Manager Director.

The last step in the skeleton structure of our organization shows, therefore, the following set-up existing: (See Fig. 5)



It would be possible to carry the organization chart down further still, and to show how the sales manager at a plant delegates his authority to zone managers and fieldmen, and how in turn he fortifies himself with a staff of commercial vehicle experts, transportation engineers and individual car-line specialists. It should suffice, however, to leave the organization structure at this point, below which, in any event, as will be seen, the contact from New York does not flow.

Before proceeding to a discussion of the lines of contact existing within this organization structure (other than the lines of direct authority made evident on the face of the chart), it will be interesting to look for a moment at a few of the essential factors in the broad descriptions that have been given to the line and staff offices portrayed. It was said in an earlier paragraph that no officer, other than the President, is either pure line or pure staff in the day-to-day conduct of his job. This is entirely true, but the fact in no way lessens the desirability of identifying an executive IN THE ORGANIZATION POLICY as either essentially line or essentially staff; a correct understanding of the relationships existing requires, in fact, that this be done. The General Supply Manager, for example, is essentially a staff officer in the place he holds in the policy of the organization as a whole, and this is true despite the fact that he performs, by himself or through his assistants, such obvious line duties as the movement of freight to seaboard: in such an instance he is, of course, acting in a line capacity with respect to his own subordinates, as all officers must.

The point is, of course, that a staff officer does issue line orders to his own departmental subordinates, but that he cannot issue orders, as a line officer can, to the body of organization that lies in the various strata beneath him on the organization chart. In other words, a line officer exercises authority over all of the body of organization lying beneath him on the chart, whereas the influence exerted by a staff officer outside of his immediate department is, so far as it is authoritative, and AUTHORITY OF IDEAS. The staff officers are, in their functional capacities, responsible advisers to their respective line superiors, and advisers also to the corresponding staff officers in the subordinate organization strata, but any direct line instructions they may wish to see promulgated may be promulgated only back through their line of contact with their superiors and down thence to the line officers in the next subordinate stratum. It will be noted further along, however, that direct contact regularly exists between staff officers—as, for example, between the General Sales Manager in New York and the Regional Sales Manager in the field. This contact is not a line contact, nor an authority contact: it is a contact of an informational and advisory nature.

Again, before proceeding in detail with a definition of internal organization contacts, it is desirable to look a little more closely at the three major operating obligations of Planning, Administration and Results Control, in

order that a better understanding may exist of the nature of the contacts involved when we come to discuss them.

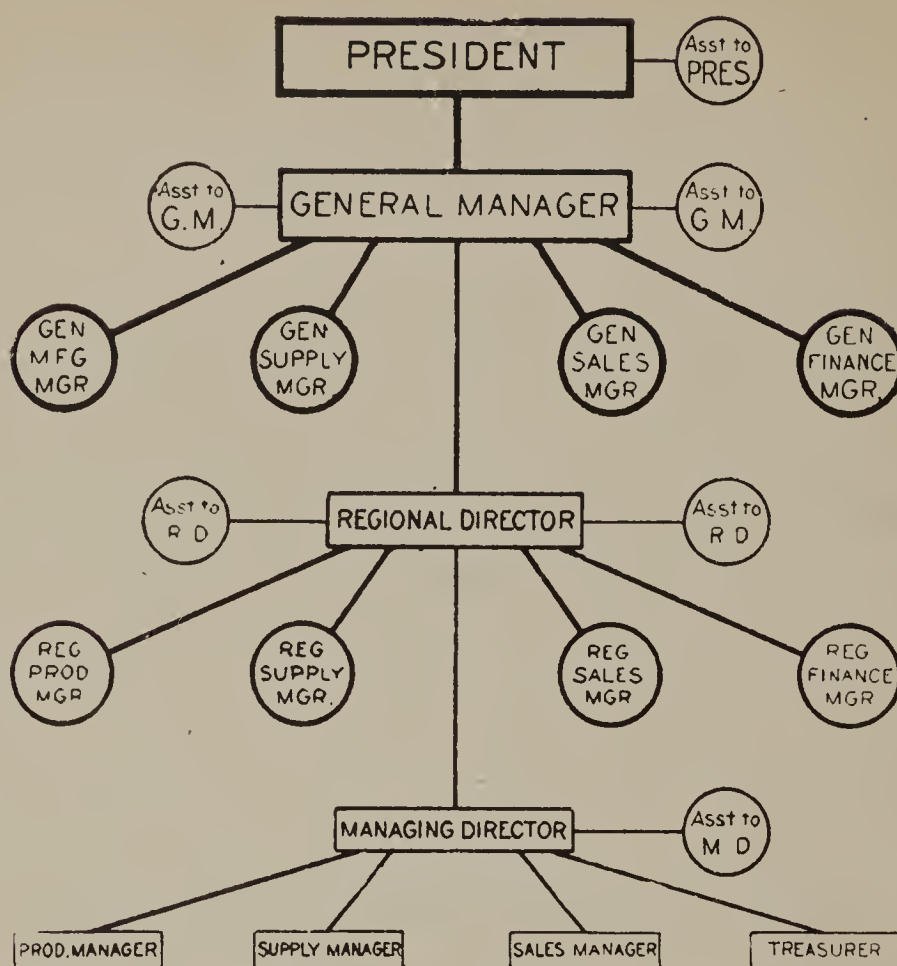


Fig. 5

The element of Administration, since it is purely of a line nature in its discharge, is deemed to be fairly obvious; it is the thing the plants, as the ultimate units, are doing day after day in the actual pursuit of their objectives. It may be worthwhile, however, to mention specifically one element of Administration going somewhat beyond the obvious up-and-down exercise of authority: this is the element of coordination, which requires the establishment of adequate liaisons, inter-departmentally and intra-departmentally, for the smooth and efficient functioning of the business in all of its phases.

The elements of Planning and Results Control, since responsibility for their attainment is delegated largely by the line officers to functional staffs, may well be gone into a little more fully.

### *Planning*

This obligation, a line responsibility delegated largely to functional staff officers for pursuit, embraces the following major elements, which have the specific purpose of directly facilitating operations and improving results:

Formulating general strategy and originating specific programs.

Engineering new projects.

Developing or adapting new technical or manufacturing processes and assisting in their introduction and proper use.

Developing, elaborating, interpreting and assisting in the digestion of suitable methods and practices; assuring that superseded or obsolete methods



and practices are discontinued.

Analyzing existing forms of working organization and performance and recommending changes to improve results or to meet changed conditions.

Developing methods of personnel selection, training and appraisal, and assisting in their application; and, where desirable, carrying on special training work or the supply of special personnel.

Reporting to the immediate line superior on the suitability of specific plans to the purposes of the general plans that have been developed.

Maintaining adequate liaison with corresponding functional officers in other strata of the organization; keeping generally informed as to activities and development in all strata of the organization.

Recognizing an advantageous policy or practice developed at one point, and making knowledge of it available at all other interested points.

Assuring finally that plans are properly interpreted and understood at the destinations for which they are intended.

### *Results Control*

The delegated staff responsibilities under this line obligation have to do with the following up and scrutinizing of results being obtained, in order (1) to bring to light weak spots in organization, methods or personnel, so that necessary remedial action may be taken, and (2) to provide a basis for setting objectives and forecasting probable performance. More specifically, these responsibilities include:

Developing and recommending such procedures as are necessary properly to program or budget the work, and compiling, summarizing and analyzing information with respect to plans or budgets.

Reviewing, summarizing and analyzing appropriate reports, and bringing to the attention of the line superiors the pertinent facts they reveal.

Making such inspections and checking such data as are necessary to findings readily available, giving them proper interpretation, and recommending an adequate picture of the operating conditions and results; making these remedial measures.

With these major points indicated, in however brief detail, it is appropriate now that we pursue the examination of our organization chart further to see how, as the next essential, the structure we have portrayed is bound together with lines of contact and communication; how in other words, the conduct of business and of operational procedure is designed to flow from the line and staff organizations in New York through the line and staff organization in the Region and to the line and staff organization in the ultimate field—and in the contrary sense.

According to the organization structure portrayed in the preceding chart, the only contact for the administration of the business and for the transmission

of orders and instructions between the Home Office and the Region is the one between the General Manager and the Regional Director. Since everything in the nature of policies and plans is designed to clear through the General Manager, it is obvious that the volume of material passing over his desk is likely soon to become so voluminous that he cannot cope with it. Requests from the field for further information on policies; suggestions of a relevant nature, and more or less detailed discussions of proposed moves, will all inevitably flow in from the Regional Director. All of the correspondence and contact involved is important, but certain of it is sure to be of relatively greater importance. The General Manager is forced to the conclusion that distinction must be made between those things which he should or can afford to handle directly with the Regional Director, and those other things—largely distinguished as being of an advisory and informational nature, for the distinction is only partly on the score of relative importance—which can, because of their relevance to a particular function as apart from their over-all management significance, be most expeditiously handled directly between the department head in New York and the Regional department head in the field.

The same situation in all of its elements applies as between the regional organization and the plant organization; and in certain instances also, mainly in those of a strictly routine nature, as between the New York department head and the corresponding department head at the plant itself.

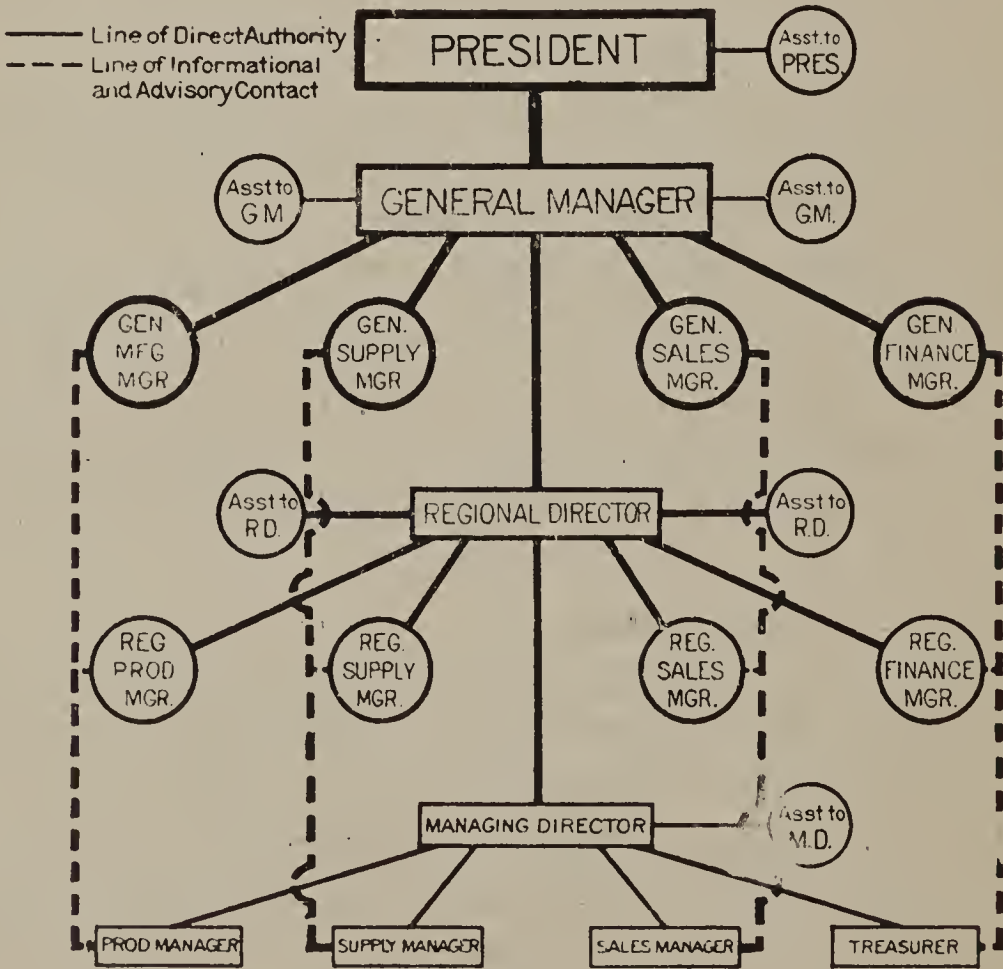


Fig 6

Thus there arises on the organization chart a line of “informational and advisory contact” which runs between each department head, division head



and section head and the corresponding department head, division head and section head in the other organization strata. For purposes of simplicity and ready identification, these lines of informational and advisory contact are shown in the chart only as they exist for the department heads themselves: they exist also, however, as between the head of the Parts Section in New York, for example, and the head of the Parts Section in the plant, or as between the Regional Advertising Manager and the Advertising Manager in the plant.

These lines of “informational and advisory contact” have very naturally been set up in our organization structure to facilitate the flow of work and to confine direct management contact to those matters which warrant management attention. There is created within the structure, in effect, a conception of three horizontal strata or physical groups—the Home Office, the Regions and the Plants—held in relationship and alignment by a vertical tie of line responsibility and authority, and reinforced by four main vertical ties corresponding to the four major functions—or in other words what might be termed a line “organization of execution” and a staff “organization of ideas.”

There is one other line of contact to be indicated on our organization chart before it can be considered complete. This is the line of delegated authority—“specially delegated authority,” it might more properly be called, since direct line authority itself exists by delegation—running from the New York staff heads to the Regional Director, and from the Regional staff heads to the Managing Director. This delegated authority, to exist, requires spe-

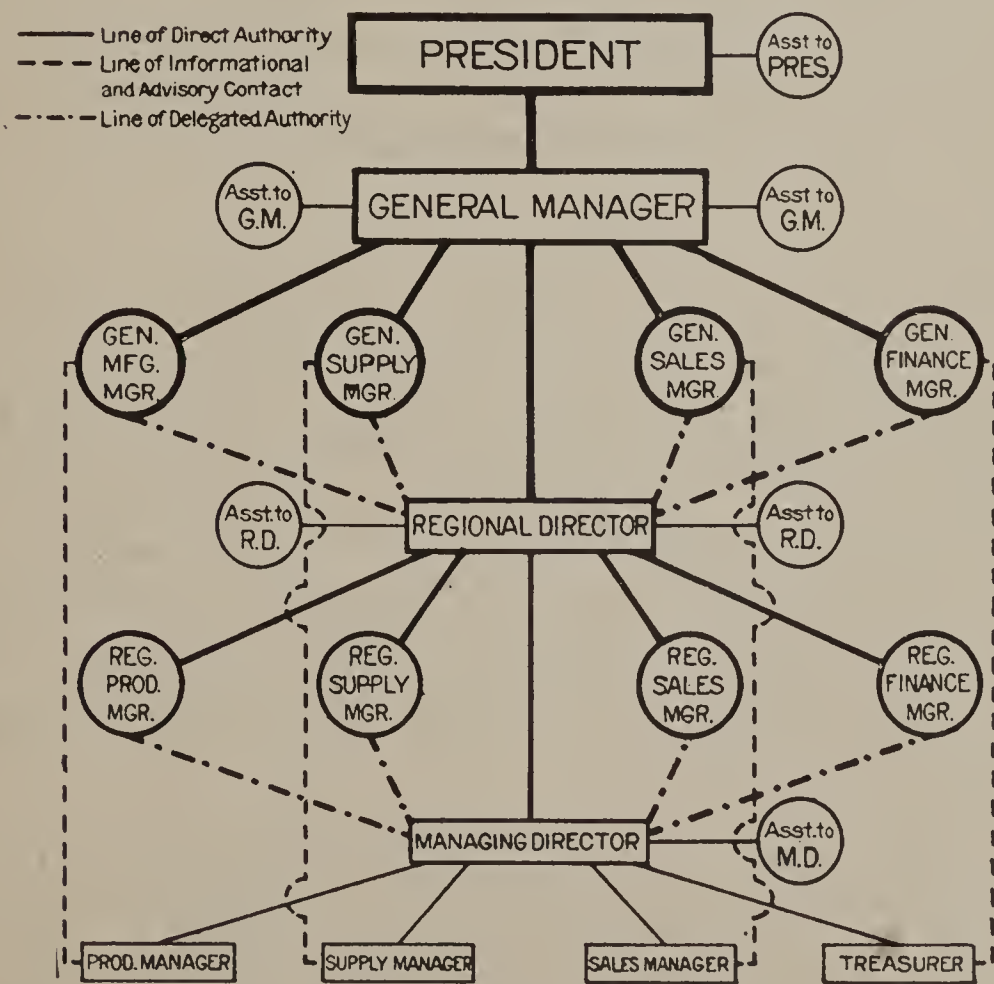


Fig. 7

cific designation, and it is exercised exceptionally and on special occasions, rather than as a matter of course. It must be recognized as a legitimate contact, however, and our completed organization chart, therefore, includes it:

An effort has been made in these recent paragraphs to define rather specifically the three types of contacts and relations, which prevail between the various strata of our organization. They embrace, first, lines of direct authority; second, lines of informational and advisory contact, and, third, lines of specially delegated authority. The successful day-to-day operation of our business demands a great deal of common sense and good business judgment in the exercise of these contacts. A functional staff head needs clearly to appreciate the necessity for proper coordination and he should, as a matter of working habit, handle through his superior and over his superior's signature those things which are of management aspect; he should clearly differentiate between matters of an advisory, informational or routine nature which can be taken up directly by him with his corresponding functional head and things of a management aspect which should go through his line superior. The staff head in the field should likewise appreciate his responsibility to deal up through his superior, rather than direct, on matters involving policy or having management significance. He should further appreciate his responsibility to keep his line superior currently informed as to activities he is undertaking or decisions which have been reached without the management's knowledge. The lines of informational and advisory contact have been provided, after all, to speed the tempo of our business and to make our organization more flexible and more effective in its functioning: it is important, therefore, that judgment and common sense be exercised in the practice of these contacts, for vitiation of their spirit and intent through carelessness or lack of discipline can have as its only consequence the exactly opposite result of conflict, inefficiency and confusion.

This paper has confined itself until now primarily to an exposition of the structure of the General Motors Export organization and the establishment of contacts to enable its proper functioning. The vehicle we have built for ourselves, however, can take on reality and become a vital and productive thing only through its intelligent and effective capitalization and use. The concepts involved must be sympathetically regarded and practised: each individual must understand and accept his own responsibilities and authority and the responsibilities and authority of those with whom he comes in contact; the implications of subordination and discipline which are involved must be rigidly adhered to.

In the delegation of authority contemplated by our line and staff structure, the very scope of our activities makes it imperative that the line officer who has fallen heir to the administrative responsibility be allowed to conduct his operations actively and in an unhampered manner. Thus a managing director, in the day-to-day conduct of his business, should be able to anticipate



that his work will be interfered with only in the event of some drastic shortcoming in organization, methods or personnel making itself apparent in the results displayed. If such shortcomings become manifest, corrective action is, of course, necessary and to be expected; but with the business running in a generally satisfactory manner, it is the paradoxical fact that the Regional Director owes a responsibility to the managing director—and each line superior similarly to his subordinates—to respect the action the managing director is taking, to give him the utmost of his support in what he does, and to accord him the maximum of credit for it. No line superior who has a proper sense of his position can afford to interfere unduly with the work of his subordinates: the fact that he has made them his subordinates and delegated a large measure of authority to them implies a faith and trust in them that carry very definite attributes of responsibility.

The other element of responsibility which does not show on the organization chart, but which is no less existent from its moral nature, is the responsibility that a line executive owes to his own staff executives and to the staff executives in the stratum of organization immediately above him. If the expression descriptive of a staff officer's authority—an "authority of ideas"—means anything at all, it means that the staff executives' plans and recommendations are entitled to the respect and consideration of the line executive. A very definite burden is, therefore, put upon the line executive who sees fit to disregard or to reject the counsel and help of his staff associates. Since the staff executives attached to the General Manager are, in a sense, the vicars of the General Manager, it is quite logical for the General Manager to tell the Regional Director that respect for the recommendations of the New York staff executives is their due, and to let it be known that the support given to the Regional Director will be contingent in large measure upon the spirit with which the Regional Director himself cooperates with the General Manager's staff.

It may assist in an appreciation of this point of view to set forth four cardinal principles which enter into a proper understanding of the relationship between line and staff, and the place, respectively, of line and staff in our organization structure. These principles may be briefly summarized as follows:

1. Line and staff are jointly responsible for performance.
2. A line officer discharges his responsibility by taking direct action; a staff officer discharges his responsibility by furnishing information and advice which he makes available to the line officer unselfishly and without thought of personal credit for the results accomplished.
3. Although staff executives are charged with responsibilities that have to do with internal administrative phases of the work in their own departments, this does not give them direct authority over the line forces in subordinate organization strata, nor does it relieve their line superiors of the basic

responsibility for the results of their work.

4. The line recognizes the purpose and value of the staff and makes full use of its advice and assistance. In order that the line may properly do so, the staff must create for itself and "authority of ideas," and must, by competence and tact, obtain and justify the line's confidence.

The opportunity to use this organization medium which has been made available to us depends, first upon an understanding of its principles; second upon possession of the wherewithal—satisfactory product, ample capital, adequate physical facilities and trained personnel—to move forward aggressively under these principles; and third upon the will and capacity to adhere to them, to subscribe wholeheartedly to their letter and spirit, and to do a good job well.

I have attempted to cover the reasoning underlying the creation of such an organization as ours, the structure and contacts of the organization itself, and the broad elements necessary for effective operation under its essential line and staff principles. To summarize as briefly as possible, this organization plan involves a structure and a series of contacts conceived in accordance with line and staff principles of operation, under which the management is responsible for the three operating obligations of Planning, Administration and Results Control; under which a large measure of responsibility and authority for Administration in all of its functional aspects is delegated territorially to the line executives in the subordinate strata of the organization, and under which a large measure of responsibility for Planning and Results Control is delegated functionally for all territories to immediate staff subordinates. Reference has been made consistently throughout this paper to the delegation of Administration authority and responsibility to line officers in subordinate organization strata, and to the delegation of Planning and Results Control responsibility to immediate staff assistants. This has been done, for purposes of simplicity, in a way generally that might indicate, except for the hints otherwise given, that they are the only forms of delegation existing. They are, in fact, the most important and distinguishing forms of delegation, but the picture is actually somewhat more complicated. The line executive in reality delegates to his line subordinate authority and responsibility not only for Administration, but also for Planning and Results Control, both as they relate to his particular territory, as witness the statement: "The Regional Director, himself a line executive, inherits for his particular territory the same three major operating obligations of Planning, Administration and Results Control." Furthermore, the line executive delegates to his staff subordinates not only the responsibility for Planning and Results Control, but the responsibility and authority as well for Administration of the affairs of their respective departments.

This condition of parallel and coincident delegation has been referred to in the text only where it was believed that the reference would clarify and not



confuse the major identifying issues involved. These major issues remain, as consistently cited throughout the paper, the delegation of Administration responsibility and authority to line executives, and the delegation of Planning and Results Control responsibilities to staff executives. The line and staff principle itself, to use the words previously employed, is simply the inevitable means the General Manager takes, in his obvious inability to do so personally, to secure the satisfactory discharge of all three of his operating obligations of Planning, Administration and Results Control. It is the means by which, as human beings, we are led naturally to pool our resources to get a job done quickly and well: in view of the size, diversity and extent of our business, it is the only means we have found that will work successfully.

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# DISCUSSIONS OF LESSON 5

## ORGANIZATION STUDY

March 10, 1931

W. G. WEIGLE

SNOQUALMIE

SEATTLE, WASH.

Considering the prosperity enjoyed by the General Motors Corporation, a study of the organization and management plans of one of its subsidiary companies, namely the General Motors Export Company, is well worth our time.

In making this study it is pleasing to note the similarity between the organization of the General Motors Export Company and the Forest Service. Both belong to the line and staff type and while the line in the General Motors Company organization extends through the President, General Manager, Regional Director, and Managing Director, in the Forest Service the line extends through the Secretary of Agriculture, Forester, Regional Forester, Forest Supervisor and District Ranger. The officers of the two organizations may be compared as follows: The President of the General Motors Export Company occupies a position in this organization similar to that of the Secretary of Agriculture in the Forest Service organization, the General Manager to that of the Forester, the Regional Director to that of the Regional Forester, and the Managing Director to that of the Forest Supervisor. The Assistant Secretary of Agriculture occupies the same position in the Forest Service organization as the Assistant to the President in the General Motors Co., the Associate Forester to that of the Assistant to the General Manager, and the Assistant Foresters to that of the staff officers of the General Manager, the Regional Forester to that of the Regional Director, and the Assistant Regional Foresters to the staff officers of the Regional Director, the Forest Supervisor to that of the Managing Director, and the District Ranger to that of the several functional department heads of the managing director.

The two organizations are similar with respect to the clearance of general policy. In the Forest Service orders of general policy emanate from the Forester's office, and in the General Motors Co. from the General Manager. The Assistant Foresters are both line and staff officers. They are staff officers in that they give advice to the Forester, Regional Forester, and to the functional heads or Assistant Regional Foresters. The Assistant Regional Foresters are also both line and staff officers, being staff officers in that they give advice to the Regional Forester, Forest Supervisors, and functional heads of isolated activities. The Assistant Foresters and Assistant Regional Foresters are each clothed with definite authority to act direct in certain things; therefore they are line officers to the extent of such authority. The Forest Supervisor compares with the Managing Director of the General Motors Export Company, both being line officers. The District Ranger is a Forest Supervisor of a smaller area. He is clothed with authority to act, therefore is a line officer.

Inasmuch as he is the operating head of several functions, he may be compared to the functional heads of the Managing Director. The functional heads of the Managing Director being in charge of part of an operating unit, they are chiefly line officers, thereby differing from the functional heads of the Regional Director or General Manager who are chiefly staff officers, all of which shows a constant similiarity between the two organizations. They differ in that the staff officers of the General Manager have an informational and advisory contact directly with the functional heads of the Managing Director, which would be the same as the Assistant Foresters corresponding directly with the District Ranger or any function head of the Supervisor's organization, which is not done in the Forest Service organization.

KREUTZER, WM. R.

VAN GIESEN, C. L.

COLORADO

FORT COLLINS, COLO.

1. A tabular comparison of the duties of the principal officers in the two organizations follows:

<i>Forest Service</i>	<i>General Motor Equipment Company</i>
Secretary of Agriculture— Line authority over Forester.	President— Line authority over General Manager.
Forester— Line authority over Reg. Forester. Staff to Secretary of Agriculture.	General Manager— Line authority over Regional Directors.
Assistant Foresters— Delegated line authority over Regional and Assistant Regional Foresters. Staff to Forester Advisory contact with Assistant Regional Foresters.	Staff to President. Assistant General Manager— Delegated line authority over Regional Directors. Staff to General Manager Advisory contact with Regional Managers and Branch Managers.
Regional Forester— Line authority over Forest Supervisors. Staff to Forester.	Regional Director— Line authority over Managing Directors. Staff to General Manager.
Assistant Regional Foresters— Delegated line authority over Forest Supervisors. Staff to Regional Forester. Advisory contact with Forest Supervisor.	Regional Managers— Delegated line authority over Managing Director. Staff to Regional Director. Advisory contact with Branch Managers.



Forest Supervisor—

Line authority over Forest Rangers.  
Staff to Regional Forester.  
Advisory contact with Forest Rangers.

Forest Ranger—

Line authority by territory over Assistant Rangers, Guards & Foremen.  
Staff to Forest Supervisor.  
Advisory contact with Assistant Rangers, Guards and Foremen.

Managing Director—

Line authority over Branch Manager.  
Staff to Regional Director.  
Advisory contact with Branch Managers.

Branch Manager—

Line authority by function over Superintendents, Foremen, etc.  
Staff to Managing Director.  
Advisory contact with subordinates.

It appears that the lines of delegated authority throughout our organization are much broader and more extensive than those described in Smith's discussion. These delegated line duties of Assistant Foresters and Assistant Regional Foresters seem to make them primarily line officers, with the staff functions necessarily forced into the background.

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C. C. HALL

SANTIAM

ALBANY, ORE.

1. This plan of organization is very much like our own. The transmission of authority appears to be different in that staff men (chiefs of different branches) do not have authority as do our own branch chiefs. In our organization the assistants of the staff men ordinarily are the specialists with little if any authority.

In Figure 7 the Regional Staff men have no authority over the Managing Director which in this organization probably represents the Supervisor in our own organization. This is decidedly different as each of our staff men have direct authority over the Supervisor.

In our organization there is delegated authority but it is of little consequence as it has to do with functional activities such as sale of timber—our main authority is traced from the fountain head through printed instructions (Manual). Our organization seems to be lacking in a definite line of informational and advisory contact—I should probably say informational contact rather since the other part seems to work but there appear to be failure or lack of information or coordination between the branches. I have always understood that in our organization no responsibility is given without commensurate authority which is decidedly different from the staff men in the organization under discussion who are without authority, being merely advisors, with the responsibility of advising but no authority to direct the work in accordance with their ideas.

## Question 2.

A. The line would initiate action. The staff by their delegated authority would make the analysis and give them the necessary follow up. The line would direct and supervise, and make the necessary decision. The staff would make the plans but the plans would be put in effect by the line. There would not necessarily be an overlapping but the lack of authority by the staff men to put in effect and supervise the plans appear to me to be a weakness. Could any one put into effect plans as well as the one formulating them? Certainly he would not have the interest in the success of the plans as the daddy.

## Question 3.

A. Ordinarily I would say the functional specialists or staff men attached to the branch chiefs—but this is not always the case. There seems to be a free for all participation in this responsibility which does not always get the desired results.

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M. M. BARNUM

P. D. HANSON

TRINITY

WEAVERVILLE, CALIF.

1. The General Motors Export Company carries the specialist or coordinative organization throughout from the President down to the field. The Forest Service is very similar down to the field. When you reach the Supervisor, as a general rule, the specialist organization stops. There are a few specialists, like on timber sales and, occasionally, grazing and fire; but usually there is only the supervisor and his deputy who are, of necessity generalists. In the Smith organization the four specialists operating under the general manager have advisory contact only over the four specialists operating under the managing director. They have no advisory contact directly to the regional director, the four specialists under the regional director, or the managing director, their authority in these cases being entirely delegated. In our organization the assistant foresters have advisory contact with the regional foresters, assistant regional foresters, and the supervisors besides the delegated authority similar to that in the Smith chart. This shows that our organization is more flexible. Also, in the Smith organization, the four specialists under the regional director have no advisory contact with the managing director or his specialists, while in our organization the assistant regional foresters have advisory contact over the supervisors and rangers.

2. Action initiated by: the regional manager or managers interested.

Analysis made by: one or all of the regional managers in conjunction with the managing director and his assistant.

Direction and supervision by: the managing director.

The necessary decisions by: regional managers.

The plans made by: the regional managers and the managing director.

The plans are put into effect by: the various managers under the manag-



ing director.

The necessary follow up by: the regional managers.

3. In the Forest Service the results control is handled through the channels of the line organization. The Supervisor inspects the rangers and, in turn, is inspected by the Regional Officers, etc. There are two chief methods of handling results control, first through inspections and second through reports. Analysis may be made by members of the staff.

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W. B. RICE

PAYETTE

BOISE, IDAHO

1. In general the organization of the General Motors Export Corporation is very similar to our own with the following most noteworthy exceptions:

The General Motors Corporation carries its organization plan to its logical conclusion, that is to the final operating unit while the Forest Service quits with the Regional Office.

The assistants to the Forester and Regional Foresters have more line authority than the assistants to the General Manager and Regional Directors.

The Forest Service does not have any clear-cut provision for a line of delegated authority, and no provision for direct communication and advice between the assistants in Washington and those in the regions.

The Forest Service does not have a position corresponding to the general manager.

2. Such a problem might face the entire organization, or only one region or be confined entirely to a plant or group of plants. In any event action would probably be initiated by a line officer although a staff officer might be the first to discover the need. Supervision and direction of the making of the analysis would be a staff job, with the making of the final decisions a line job. Plans would be made and followed up by the staff but would be put into effect by line officers.

3. Results control in the Forest Service consists in field and office inspections and checks of work plans. It is a function of the Supervisor and the staffs of the Regional and Washington offices.

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J. N. LANGWORTHY

SHOSHONE

CODY, WYO.

The organization so interestingly described by Mr. Smith is so similar to the organization of the Forest Service that it seems possible that one was used as a model for the other. It is easy to picture the Forester as General Manager, and his assistants as the functional and line officers, the Regional Forester as Regional Director, and the Supervisor as Managing Director, but here the similarity ceases in a marked degree for the field end of the General Motors Export Co. is much more highly functionized than the field force of an average Forest. Their work is carried on by a force of specialists, each one an expert

in his particular line, while the average Forest Ranger is a jack of all trades, who must spread himself out so thinly to cover all the demands upon his time that he has small chance to specialize. Work on a Forest is, of course, entirely different from the activities the Managing Director has under his supervision but the time will likely come when the work on many of our Forests will be as highly functionalized.

2. Faced with our problem the Export Co. would, through its General Manager, put its staff to work on the solution. The staff officers of the whole organization would participate, under the direction of the President's office. After a plan had been worked out, action to put it over would be secured through the line. The staff officers would prepare the plan outline and the line would put it into effect. The follow up should be made by the staff in order that the results might be studied and the way their reasoning was functioning might be visualized. There should be no overlapping of authority. In some instances an officer would act both as line and staff but if he clearly understood that a staff officer was in simply an advisory position, there should be no misunderstandings. To guard against anything of the kind each officer should be fully informed as to just where his authority ended.

3. Results control in the Service is handled largely through inspecting officers who through the means of memoranda and personal contact bring to the notice of line officers matters which should be attended to or conditions requiring remedial measures.

D. E. CLARK

E. A. SNOW

ARAPAHO

HOT SULPHUR SPRINGS, COLO.

1. The skeleton structure of the organization and the set-up of line and staff avenues in this organization correspond in a large measure to that of the Service. The individual Forest organization differs from that of their units in that our ranger district divisions are based on territory and amount as compared to their departmental divisions based upon function; only certain of our project men are allocated on the basis of function. We find a most important difference in that their General Manager's and Regional Directors' staff men have only exceptional line authority, while in reality, the Forester's and Regional Forester's staff men have much more than unusual line authority. This set-up accounts, we believe, for the little, if any, overlapping in authorities and responsibilities in these divisions of their organization and its more frequent occurrence in that of the Service. However, their advantageous position can be readily accounted for when comparison is made of the nature of the functions, and of the number of units under each head in each of the two outfits. The number of divisional executives reporting to divisional heads are compared as follows:



## GENERAL MOTORS

Gen'l Mgr.—4 Reg. Directors.  
Reg. Dir.—7 Managing Directors

## FOREST SERVICE

Forester—9 Reg. Foresters.  
Reg. For.—17 Forest Supervisors.

In addition, the General Manager and each Regional Director have two assistants for straight executive or line work. In one of his Principles of Management (Lesson 3), Jones brought out that “a major executive should not have reporting to him more than five people”, hence, the need for more than unusual line authority vested in Assistant Foresters and Assistant Regional Foresters.

The need for a more “straight-line” organization with the export company is due to an almost absolute dependency between departments; for instance, if the supply department does not function, it holds up the production department—the same is true for the sales and production departments.

This situation calls for close correlation—the executive head must be in very close contact with the departments. Such is not the case with the Forest Service to such a high degree. Most of the branches function more independently of one another, allowing greater line authority in individuals on the staff and not requiring as close correlation by the executive head.

2. The logical handling of such a study by the export company appears as follows:

(a) *Action initiated* by the President (administrative) to the General Manager, to the Regional Directors, to the Managing Directors, finally to the Departmental Managers. Before issuing orders and instructions to subordinates, each General Manager and Regional Director would confer with his respective staff men for advice on method of study for their respective branches.

(b) *Analyses made* by the Departmental Managers.

(c) *Analyses supervised and directed* by the General and Regional Departmental Managers through the Regional and Managing Directors, by means of their line of delegated authority.

(d) *Decisions made* by Departmental Managers with advice from Regional Departmental Managers and under direction of the Managing Director. These plans would first, no doubt, be inspected and approved by the Regional Director, and General Manager before being put into effect.

(f) *Plans put in effect* by the Departmental Managers under instructions from Managing Director upon approval of executive superiors.

We believe the lines of authority to be so well drawn in this organization that there is practically no overlapping of responsibility. Chart 4 shows this clearly. The only opportunity for a creeping in of overlapping responsibility is in a vague delegation of special authority. Provided the managing executives clearly define the authority delegated to their staff men in this unusual case and so inform subordinates, there would be no overlapping between re-

sponsibilities.

ALVA A. SIMPSON

CUSTER

MILES CITY, MONTANA

1. The organization of the General Motors Export Corporation is similar in the territorial set up. The line authority from the Forester to the Regional Forester is similar to that delegated from the General Manager to the Regional Managers. However, the Forester's staff apparently have more line authority than the General Manager's staff. The Forest Service Branch Chiefs have delegated line authority to the Regional Branch Chiefs that I suspect is more extensive than in the Export Company and I also suspect that our branch chiefs function less as staff officers. I would class our branch chiefs as largely line officers with their own staffs as represented by logging engineers, technical assistants, etc., attached to each branch. Generally our organization is similar except that the flow of direct authority from our branch chiefs is more extensive than in the Export Company and there is less flow thru the Regional Forester, etc., from branch chiefs to the next lower strata. When our organization reaches the Supervisor's office there is a more marked change. The Supervisor has less staff and is largely, in himself, all of the department heads for transmitting our business. In some instances, there is a more similar organization such as where staff men direct certain activities under the general supervision of the Supervisor but by and large the Supervisor is the shock absorber of all of the upper strata of our organization and is subject to line authority from all branches as well as the Regional Forester. The Export Company's organization plan is built up of successive strata of similar organization, with progressively narrowing functions. Our organization is similar to the Supervisor, where in himself he must combine numerous functions. The Ranger, likewise, is subject to all functions but has more direct line supervision from the Supervisor than the Supervisor has from the Regional Forester. Our organization is also much weaker in its ability to secure and use staff advice.

2. The General Manager of the General Motors Export Company would have called upon the Results Control staff for advice as to the entire situation. This staff organization would have investigated thoroughly the entire organization, and after marshalling the facts and analyzing them, would have made definite recommendations to the General Manager, who after full consideration thereof would have directed the changes that were warranted by the staff report. It would be the managing director's function to follow up and see that the organization changes were made and the staff's duty to observe the effects and report back to the General Manager any needed adjustments. Under the Export Company's organization there would have been little difficulty in accomplishing the desired end. Under our organization line officers attempted to make the greater number of analyses and depended very little on staff advice. In this respect our analyses are probably of less value than if made by a qualified staff.



3. In our organization, Results Control is handled by Branch Inspectors who have considerable line authority and by Supervisors and their line staff who inspect the work of the rangers. The result is that reviewing, analyzing, and summarizing is not thoroughly done since the press of line functions do not allow the time necessary to give thorough attention to the facts and properly interpret them. The Export Company would place this duty on the staff, who would have time to devote to analysis and who would probably report back to the managers more completely than our present organization set up can hope to.

H. L. BORDEN  
W. B. FAY

HOLY CROSS

GLENWOOD SPRINGS, COLO

1. The fundamentals of organization vary but slightly in different organizations. In fact, industrial organizations are the adaption of principles of government which were enacted to protect and preserve our political and civic existence. These principles define the duties and regulate the authority of any group of individuals, whether functioning as a unit of civic government or industrial enterprise. The period between the Civil War and the World War was an era of outstanding individual leadership; great industrial enterprises were formed with one man control. These combinations were the forerunner of the great mergers of today. The great banking, industrial and mercantile chains have necessitated the distribution of control, or it may be possible the former type of leadership is lacking. However, we are now undergoing a period of great experimentation in personnel and business management, organization, etc. The effectiveness of any system depends on the coordination and cooperativeness of the employees and the efficient and satisfactory manner in which they discharge their duties. It is the opinion of many people that we are reverting to the British system of industrial organization, or the chain system of limited corporations. I am told there are only thirty-five banks in the British Isles.

It appears to us that the two organizations are so similar that it is useless to try to point out the small differences. If there are any it is in the varying amounts of responsibilities and authority among the various members of the organization. One could take the chart on page 16 and put in our line and staff as we have done on the attached sheet and it appears proper. From here on, however, as to informational and advisory contact and delegated authority there are some differences. For example, there is very little, if any, advisory contact between members of the Washington office and the Rangers, as is shown in the G.M.C. plan between the General Manufacturing Manager and the Prod. Manager. I believe the Supervisor's responsibility and authority are no more than those of the Managing Director; as a matter of fact it is doubtful if it is as much so, as so many regulations and instructions are laid down for our guidance that we are primarily and almost entirely line officers.

In our organization research and public relations inject themselves into all other branches, and in addition the other branches do some research and public relations work entirely on their own. In the G.M.C. plan, research and public relations seem to take of themselves within each unit or department, correlated also as all other conditions are.

2. The analysis within the Service started first locally, then was tried out experimentally on a few other forests, and then gotten under way universally. It would probably develop the same way in the General Motors Export Company. Some managing director would see the need, and with his staff work out a system. After a trial apparently successful, it would be reported to the Regional Director, who would ask for an expression from his staff, and so up the line and then down to through the other Regional Directors into the various fields of endeavor.

The distinction between line and staff is so indefinite that overlapping responsibilities cannot be avoided. The functions and responsibilities of line and staff in most instances, while worded differently, are similar in character. The principles outlined on pages 21 and 22 are of too general a character to define authority or responsibility and would have to be supplemented in detail to prevent wide misunderstanding.

C. E. FAVRE

WYOMING

KEMMERER, WYO.

2. When this situation was thought to exist, the General Motors Export Company would have turned the matter of working out the problem over to the functional staff who would analyze, supervise, make plans, etc., to meet the situation. These officers would go into a complete study of the problem as business engineers would do and from their knowledge of similar situations, would work into the problem the better practices used at other plants, or in similar work. Finally, when the new plans were drawn up, they would report to the line superior after they made sure that they had the best plans. When approved, this same functional staff would see that they were well understood by those who put them in effect.

These plans would then be put in effect by those actually doing or directing the work (Line Officers), but the follow-up as the results obtained, the bringing to attention of superiors those weaknesses and other pertinent facts pertaining to this problem, is again the duties of the functional staff. While it is possible to have little overlapping of responsibilities in theory, I doubt that it could be worked out in a practical way without considerable overlapping. Of course, this would depend largely on the difference in instruction under which each officer was working, also the aggressiveness of the various officers concerned.



2. Since results control is handled by the staff in the General Motors Organization the staff would no doubt have been the first to discover that things were out of balance and that something was needed. The conditions would have become first apparent to the staff of the general manager, since it had the broadest outlook and the best chances of comparison. The initiation of a study of the situation would naturally have fallen to the same staff which would plan the work of the analysis and determine just what line it would take and the scope and limits of the study. The staff of the regional managers and the managing director's staff would no doubt have done most of the work in collecting the figures and making individual analysis. Analyses having been made, it would be expected that they would be carefully studied by all men and probably by the managers, but the conclusions would head up in the staff of the general manager. I believe all of this would have been done before any plans of operation were started, because the form and scope of the plans would depend a great deal upon the findings of the analysis. In making the analyses the line officers would of necessity be called upon very largely for information and data, but it probably would have been considered purely as data. In making the operating plans they would have been consulted, but since the objective was to get the best plan possible, regardless of what methods had been in existence in the past, the final authority and responsibility for deciding on at least the important phases of the plans and possibly on all phases, would be in the staff.

Having been completed, and having received the approval of the general manager, the line would be solely responsible for putting the plans in effect and carrying them out satisfactorily.

I do not see any serious overlapping of authority here. Plans should be impersonal things and can be prepared on a special job basis better than on the spare-time basis of busy line officers. The staff can handle them best, for one reason, because the staff can arrange its time to fit the needs of the job, whereas the line has that "day to day work must go on" factor. Few men can be trusted to look upon their own jobs in an impersonal way, even in cases where their horizons are broad enough to see their jobs clearly.

3. Apparently what is expected of results control in the General Motors Organization is the same as what is expected of inspection or general inspection in the Forest Service. except possibly cost of keeping records. In the Forest Service everybody does more or less inspecting, but I believe the branch of Operation has the greatest responsibility in it.

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JAMES F. CONNER

HARNEY

CUSTER, S. DAKOTA

JOHN H. SIEKER

2. Referring again to the organization chart on page 16 of lesson 5; the

procedure would be as follows:

- |   |  |
|---|--|
| 1. Need for analysis conceived                                  | —General Manager's Office (Manager and staff)                          |
| 2. Detail worked out  | —General Manager's staff   |
| 3. Action initiated   | —General Manager   |
| 4. Analyses made  | —Managing Director's staff   |
| 5. Analyses supervised  | —Managing Directors  |
| 6. Analyses coordinated and decisions arrived at and plans made | —General Managers Office (Manager and staff)                           |
| 7. Plans ordered into effect                                    | —General Manager (through official channels to the Managing Directors) |
| 8. Plans put into effect  | —Managing Directors and staffs   |
| 9. Follow-up  | —Entire organization.  |

This illustrates the distinction between the line and the staff. The staff analyses and recommends, the line consults, reviews and orders. There is of necessity some overlapping of authority but this cannot be prevented without destroying the flexibility of an organization.

3. "Results Control" follows the reverse course of orders. In the Service the Supervisor is responsible for getting the work done. He checks a considerable portion of his rangers' work to see that work is accomplished, the Regional Forester, through his staff of Assistant Regional Foresters inspects a portion of the Supervisor's forest and the Forester through his staff of Assistant Foresters inspects a portion of the Regional Forester's Region, and as a last follow-up the public who through their representatives inspect the entire country.

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HUBER C. HILTON

MEDICINE BOW

LARAMIE, WYO.

2. According to the Smith plan, the work of planning while a line responsibility is delegated *largely* to functional staff officers for *pursuit*. It would then be the province of the staff officer or officers as delegated by the president to make the required investigations for the form of work plan, either by the staff of the Regional Director or the Staff of the General Manager. It would then be referred to line officers for adoption or rejection and apparently would be handled just the reverse of the way it was done, from the top down rather than from the bottom up. The necessary follow-up would be of line authority as delegated by the regional director to managing director (supervisor) as it would involve getting things (work) done.

3. The organization set-up provided by the Service for Results Control on the Forests is of three kinds. (1) Allotment estimates (budget) supplemented by current reports on form 44, and rangers' reports of expenditures. (2). Irregular inspections by office of operation and resulting reports. (3) Current checks



and inspection by supervisor or assistants. Some supplemental work is, of course, done in this connection by other members of the regional office.

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R. L. FROMME

RAINIER

TACOMA, WASH.

2. I doubt if the General Motors Export Company would pursue a much different plan under like conditions than that followed by the Forest Service in attempting to arrive at the relative values of responsibility, work and time demands between different rangers and between administrative units. The nature of this company's work below that of managing director can not very fairly be compared with the duties and responsibilities of the normal Forest organization because the former is, in the main, a replica of the head office in division of activities, while the Forest organization, particularly from the position of ranger down, is very much different in this respect.

The ranger is essentially a field director, rendering and being responsible for all the various operation functions. If the organization principles of this company were applied to the Forest Service in working out the problem above mentioned, it is my belief that the various Managing Directors, corresponding to our forest supervisors, would have been called upon to furnish to the Regional Director for the consideration of his staff (and to the head office) the volume and importance of the different functions for which he is responsible, either first hand or as a field director.

Naturally an outline or form for the presentation of this information in a way that will admit of a fair comparison between divisions and regions would be devised. Such form or outline would likely be developed through coordination of all the functional officers comprising the general manager's office.

The questions, then, of either re-dividing the territory in the interests of a better balance between managing directors or of making transfers in personnel so as to better equalize the help problem would likely be up to the regional director and his staff for the branches or offices in his territory, and the general manager and his staff for the different regions.

The views of the functional staff officers would likely carry weight in the consideration of this question by the Regional Director and the General Manager.

Such analyses by the G. M. E. Co. would not likely result in or carry with them the preparation of detailed work plans in the sense that the Service is now attempting to evolve, for the better administration of the present ranger districts. I have a feeling that the administrative field work would be conducted and judged on a broader basis of accomplishment rather than through such a heavy overhead scheme of supervision and directing of time details. The Authority of Ideas plan for guiding the work of the directors in the various organization strata seem to indicate this, as well as the explanation furnished

by Mr. Smith concerning the method of delegating Planning and Results Control.

3. Inspection of the personnel and recommendations for improving conditions are probably as much, or more, the responsibility of line officers in our present Service organization than of the functional staff officers. Results Control, in the Forest Service, is not essentially a staff job or responsibility because we do not so distinctly distinguish between staff and line men in functions of this nature, nor do we limit Results Control to the preparation of advisory matter for guidance of line men. This is somewhat true in the inspection of certain project activities, such as timber sales by functional staff men, but the supervisor and his assistant are expected to render the major part of the Results Control obligation for each respective forest.

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JAMES O. STEWART

ASHLEY

VERNAL, UTAH

1. The General Motors Export Company plan of organization and our own are remarkably similar. The outstanding difference noted is that with the company functional staff men do little or no line work while with our own organization practically all staff men do line work. I have in mind our Regional offices as an example. Our assistants to the solicitor in the Regional offices come nearer to performing functional staff work only than any other staff officer in the Regional offices, and they do some line work. Also, in our organization line officers are charged with many of the duties performed only by functional staff officers in the company organization. Particularly is this true of planning.

You state that we recognize in our correspondence and reports the direct "informational and advisory contact" between the functional chief in the head office and the functional executive in the Regional office. This goes further, it reaches from the Regional office to the Forest Supervisor and there it practically stops. It stops there because more responsibility is heaped on the supervisor for the accomplishment of work in all lines. Yes, we center more responsibility on the Supervisor than does the company on the managing director. Figure 4 as charted come more nearly depicting our organization than any of the other charts. Regional Forester may be substituted for Regional Director, and Forest Supervisor, for Managing Director. In some cases the supervisor has a staff, as shown in figure 5, but seldom to the extent shown in the figure.

2. Had this been a job for the G. M. E. Co. I am of the opinion that the Regional Forester would have initiated action, members of the supervisor's staff would have made the analyses, the Supervisor would have directed and supervised it and made the necessary decisions. His staff and the rangers would have made the plans and the staff would give them the necessary follow up.

It seems next to impossible to avoid some overlapping of responsibilities. They would overlap some in this case.



1. Developing program or budget:

RANGER	SUPERVISOR	REGIONAL FORESTER	FORESTER
Work Plans.	Allotment Estimate	Dist. Allotment Estimate	Budget-
Adequate Control Plans	Specification and Estimate	Specification or Estimate	Estimate
Organization Charts	Forest Work Plan	District Work Plan	

(Road)

Proposed (Trail) Plans.  
(Imps.)

2. Reviewing Reports:

RANGER	SUPERVISOR	REGIONAL FORESTER	FORESTER
Work Accomplished	(Fire )	(Fire )	Forester's
Construction Accomplished	Annual (Grazing ) Reports	Annual (Grazing ) Reports	Annual
Fire Reports	(Statiss. )	(Statiss. )	Report
Report on Specific Jobs such as Timber Survey, Insect Control, Cut and Sold, Grazing.	(Sales )	(Sales )	Sec. 19
	Reports on Special Projects such as Insect Control, Form 44, Timber Reconnaissance.	(Receipts )	Report
		(R & T )	
		(Financial)	

3. Inspection:

RANGER	SUPERVISOR	REGIONAL FORESTER	FORESTER
Trail Crews	Supervision-executive-general	Regional Forester-Executive	Forester-Ex.
Fires	Deputy-fire, improvement	Mgt.-Sales, Timber	Asst. F.-Land
Special Uses	Asst. Forester-Sales, lands	Surveys-Brush Disp.	Grazing,
Improvement Crews	Jr. Forester-Surveys, In Cont.	Lands-Special Uses,	Special Ins.
	Ex. Asst.-Accounts, Property	Exchange, etc.	FA-Audit

III. Forest Service Means of Results Control:

Operation-Improvement  
Fire, Personnel  
F. A.-Audit

2. In general your discussions indicate that the Export Company would have handled the problem much as we have. There are some differences in detail which seem to be due more to differences in organization than to differences in function.

Such matters usually do not come up all at once but crop up here and there with reports and suggestions and proposed remedies until finally the cumulative weight attracts attention. Any executive might take action to the extent of his authority. A Regional Director could act in his own region. However, since a general study was needed in this case, it would probably be motivated by the General Manager. He would put it up to his staff to look into the matter and develop a plan and method for carrying on the analysis. On the advise of his staff, after conference, he would assign some one man to carry on the study. With thousands of employees, no one man could make the analyses. The best he could do would be to study the needs of the situation, develop a method, and train men in the Regions to train other men to carry on the work and supervise it. In his study of the situation he would recognize local men as authorities or specialists on local conditions.

In the Export Company organization chart the operating plants where cars are sold and serviced, corresponding to our ranger districts, are not given. The conditions under which these work must vary greatly. One located in a small Spanish town would meet conditions not found, say in London. These differences must be taken into account, yet the local organization must conform to the principles and methods of the Company. It is still distinctly a Company plant no matter where located.

Analysis is distinctly a staff activity. Planning is also, up to the point of decision. The operating obligations of each line executive must be met and he alone must decide whether or not the plan will enable him to meet them. In planning therefore( as a result of the analysis the line men must be consulted as to local obligation and needs, and these must be recognized in the plan. This the Company would have done from the local plant up through the various operating levels.

The thing which makes it somewhat difficult to compare what the Company would have done (accepting their organization as given) with what we have done is that in our organization the same men do both line and staff work. It takes rather careful analysis to separate the two. When a Supervisor was helping a ranger analyse the work on his district he was helping purely in a staff capacity. When it came to making the plan, he then assumed his line capacity, for he as well as the ranger had both operating and financial responsibilities to meet within the district. Up to the limits of the ranger's authority he acted in a staff capacity, but when his own responsibilities were involved he then acted in his line capacity. When each recognized the others as well



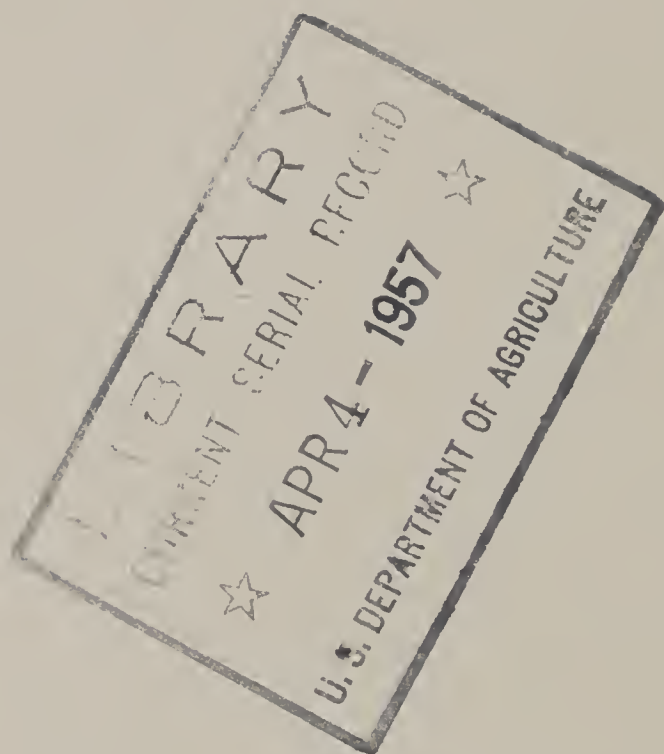
as his own authority and responsibility, the resulting plan met the operating needs of both. In some cases I judge from what men have said, the ranger did not recognize this dual capacity of his advisors, and accepted advice as instructions. This resulted in the acceptance of an unsatisfactory plan. Such things, of course, can be corrected. No large organization can put thru a project involving the entire organization without mistakes and misunderstandings. The President of the Ediphone Company said in an American Management Association meeting, that it takes three years to put over any fundamental change in plans or policies. This seems to check pretty well with our experience.

3. In "results control" we still over-emphasize inspection. Inspection is an important and necessary part, but only a part. However, in spite of our traditions and our prejudice against "paper work", we are learning to use and are using other things that Smith mentions such as "summarizing and analyzing information with respect to plans or budgets", "Reviewing, summarizing and analyzing appropriate reports", and records. This use will continue to grow until we have learned to use it to the limit of its usefulness.











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F7602

# ORGANIZATION

## A STUDY OF

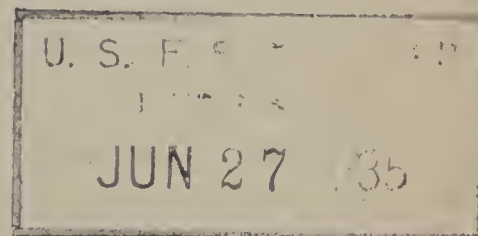
### PRINCIPLES AND TRENDS

BY

FOREST OFFICERS, U. S. FOREST SERVICE

### SIXTH LESSON

February 27, 1931



Discussions of this lesson should reach  
Washington not later than March 21, 1931

## DECENTRALIZATION

"The Forest Service is organized on a basis of decentralization of authority. As rapidly as policies are stabilized and capacity to handle work demonstrated, one function after another takes its way from the central offices outward in the direction of the last responsible administrative officer. There is a constant search for the degree of delegation of authority which will produce the greatest total output of desired results"—*Manual*, 12-A.

"One may clearly discern the endeavor, in devising the plan, to bring decisions as closely as possible to the action. This is, in my judgment, one of the outstanding fundamentals of good organization"—*Hopf*.

This is not a Manual study and I quote from it here on the same basis that I quote from any other publication. What does it mean to be "organized on a basis of decentralization"? Why is it desirable? Why is it called a "fundamental of good organization?" Do these two quotations express the same idea or is there a fundamental difference in meaning? If it is fundamental and highly desirable why is it necessary to search so constantly for the exact degree that is good for us? Why not take a lot?

To answer these questions it may be desirable to review briefly some of the principles we have already studied. The purpose of organization is to so divide a volume of work that a group of people may work together toward a common objective. If they work advantageously there must be direction and correlation. This gives rise to the need for authority—line authority. For a small group this authority may be completely centralized but for a large group not. If your objective is digging a trench and you have ten laborers you may direct them yourself but if you have a hundred you will divide them into crews, delegating authority to foremen. So mere volume is one factor that forces a certain amount of decentralization.

Another factor which demands a certain amount of decentralization is location. If your ten laborers are working together on one trench you can centralize but if they are working on two trenches a mile apart you will probably decentralize and put a straw-boss in charge of each group. If our National Forest area were in one compact body we could meet our responsibilities with a more centralized organization than we now can. Just as with the General Motors Export Company; conditions forced upon them a highly decentralized territorial organization.

Another very important factor is time. A centralized organization is slow. If a prospective purchaser in Japan asked General Motors for bids on the delivery of five cars, and if this had to be referred back thru the Regional Office to New York, they would probably loose the sale. Time is probably the most important factor demanding decentralization. Where time is not a factor centralization is often best. Decisions on a fire are different from decisions as to silvicultural practice with a two-hundred-year maturing crop. The ranger—



or fire boss on the job—must have authority in suppressing a fire but why should he decide on the Silviculture system or marking policy for his district. In the latter case neither locality or time are important factors. Expert technical knowledge is far more important, so the one thing can be centralized and the other cannot.

Decentralization, therefore, is not a desirable thing in itself, but desirable only when that is the most effective method of approaching ones objective. Some things should be centralized and some should not. For this reason, I cannot agree with the first sentence of the quotation from the manual. I do not think that we either are or should be organized on a basis of decentralization. The last sentence expresses a sounder idea. There is a degree of centralization that will give best results. This degree is not always apparent. Further, as indicated by the second sentence quoted, it is not a fixed factor but tends to shift. Therefore, it does take constant study to anywhere near approach that degree which will give greatest returns.

We have mentioned the three principle factors—volume, location, and time—which tend toward decentralization. There are a number of other factors with a tendency one way or the other. A staff organization usually tends toward centralization. The Regional Forester, with his staff as advisors, can keep in touch with more lines of work and make more and safer decisions than he otherwise could. It enables him to keep in his office authority that he would otherwise be forced by volume to delegate to the Forest. On the otherhand, the direct informational contacts between staff and field, as we were told by Smith in lesson five, enable that Company to properly correlate the operating units with greater territorial decentralization than they otherwise could. A staff may be used either to centralize or decentralize, or the same staff may be used to centralize one function and decentralize another.

The same may be said of functionalization, only here the tendency seems to be decidedly stronger toward centralization.

Another and probably the strongest factor of all tending toward centralization is human nature. Capable, aggressive executives must have self-confidence. Naturally they think they can do the job better than anyone else. They tend to hold on to all the authority they have and reach out for more. If they act in the other direction it is because their reason has governed instead of natural inclinations.

Another human tendency is given by Colonel Jackson in the article quoted in the supplemental reading—fear. We are responsible to the people for an important trust. We take this obligation seriously and are afraid to delegate any part of it to others. They might fail and thereby we would fail.

Another thing implied in the quotation from the manual possibly needs further consideration. It says, “as rapidly as policies are stabilized” the function is decentralized. One reason for not decentralizing before policies

are stabilized is that cases help in formulating the policy. Policies grow out of cases. Through the study of each case in the central office there is gradually built up an informational background broad enough to serve as the basis for a general policy.

Another reason for centralizing until a policy is formed is that no job is ever completely decentralized. If it were, it would be disorganization not decentralization. Authority is always delegated with a string to it. A ranger sells a hundred dollars worth of timber but in accordance with the local plan or policy statement. The supervisor is given authority to settle trespass cases but only in conformity to manual instructions. We say that the ranger has full authority on a fire, but he has not. His authority is limited by policies, instructions, standard practices, techniques and the traditions of the region. After the fire a board of review analyses his decisions to see whether or not he has conformed, and also to build up further this informational and technical background against which he and others will be checked next time. We are never delegated just authority but always authority to act in conformity with something—policies, plans, instructions.

Another factor influencing decentralization is coordination. A decision in one unit may have some bearing on operations in another. For example, the location of a road in one forest over which timber from another forest must be taken out. The place of decision must be sufficiently central to include all the factors involved. This is probably, in part at least, what is implied by “as close as possible” in the second quotation at the beginning of the lesson. In such cases, and there are many of them, the authority may be too close.

But in many cases closeness makes no difference. Neither does size or importance. While important decisions will continue to be centralized in all organizations, so will many small ones. The important decision would if analysed, usually show other factors than size. Not long ago I read that in highly decentralized General Motors, inspectors found that some units were cutting seven threads on bolts where others were cutting only five. If five was enough for one it was enough for all, so an order went out from the central office for all to conform to five.

Is it not the kind of case that governs? The number of threads to cut does not demand a quick decision. Neither is place a factor. It may be decided in the office as well as in the shop. It involves something *that can be measured*—tested. In general, where decisions depend on measurements or studies there is no advantage in decentralization, while frequently there is an advantage in centralization. For this reason research departments are usually centralized. There has been in our Service considerable agitation in favor of decentralizing studies. Many of these attempts have failed. On the otherhand, studies of vital importance have originated in the field and have been carried on largely by busy line executives. Too much centralization is apt to divorce



the work from the vital problems of the operating organization, which may be faced with a necessity for solutions, while too much decentralization would lower the quality of the work. The proper correlation is in itself a research problem of considerable importance.

There is, however, another factor which must not be overlooked in this and in many other cases. We recognize that all decisions, organizations as well as others, should be based on all the facts—the total situation. Frequently an important part of the facts are local, known only to local men. In a territorial organization there must be territorial experts. In our organization these are rangers and supervisors. They should be, must be, experts on local conditions. If the total situation is to govern, territorial experts must be consulted in the preparation of all territorial plans.

In conclusion may we not say that large volume, broad territory, localized facts, long distances, and the need for quick decisions are the factors demanding decentralization, while correlation, specialization, and intensive investigation are factors demanding centralization. The best organization is the one that best correlates and integrates these conflicting factors.

### SUGGESTIONS FOR DISCUSSION

1. Discuss the reasons for and against decentralization. Possibly you do not agree with the lesson. If so, why?

2. Discuss the following question with reference to decentralization. Do not consider your discussion as representing your official opinion but rather as academic. It will not be used as a basis for official decisions. Official consideration of the case will be handled in the usual manner.

The Service has had for years and still has the question of road-side beautification and utilization. What use shall be made of land adjoining highways: timber cutting, grazing, special use, planting, road location for effect not utility, etc.? Shall there be a general policy or local policies? Shall there be uniform rules, as for example no cutting within 300 feet, or should this be decided on basis of local conditions? If the latter, should it be a local decision? If not a local decision, how high up should it go?

Discuss not the decisions or answers, but the degree of decentralization of authority to make decisions. What sort of questions should the ranger decide? The Supervisor? The Assistant Regional Forester? The Regional Forester? Give some principle or authority or reason for the degree of centralization you propose.

3. A ranger was sent a quantity of yellow pine transplants with instructions for planting. It was called a "ranger experimental plot". The instructions told him just where to plant, when to plant, how to plant, what size posts to use for corners, what color to paint them, how to designate each corner, how to tie the plot to a L. O. corner, how and when to report, etc.

While working on the plot, the ranger got to wondering if yellow pine would grow on the point of a ridge which he could see from where he was working. He decided to find out, and without saying anything about it to anyone, he held out fifty trees, took them to the ridge and planted them. At the time the official plot was reported a failure, a good percentage on the unofficial plot were still doing well.

If you can see any connection between this case and the lesson, discuss it. Possibly it has no bearing, or possibly it belongs in lesson eight.



## SUPPLEMENTAL READING

(From "Theories and Types of Organization"

by Thomas R. Jones, American Management Association.)

### CENTRALIZATION VERSUS DECENTRALIZATION

We cannot leave organizational theory without considering centralization. When we speak of centralization and decentralization, we are again dealing with terms obscured in considerable vagueness.

Centralization may take the form of:

1. Centralization of authority and responsibility.
2. Centralization of operation.
3. Centralization of administration.

An example of centralized authority and responsibility may be had in any company in which all problems are carried up to the chief executive for decision. An example of centralization of operation exists in the Ford Company in that all operations on the Ford car except those of assembling are performed in one centralized plant. An example of centralization of administration may be had in the case of the General Motors Corporation.

It is well to point out that you may have these different aspects of centralization in a single organization in any degree and in any combination.

The advisability of centralization or decentralization is to a varying extent dependent on: first, the size of the business—great size in any business tends to force decentralization; second, the area it covers—great geographical space covered tends to force decentralization. An example of this is in either the case of the Ford or Chevrolet Motor Company assembling plants, or in the case of any large selling organization which finds it advisable to have branch selling and warehouses spread over the country. Centralization is dependent thirdly on diversity of product coupled with volume. It must be noted here that Ford did not attempt to centralize his operations on his tractor and car, nor did he attempt to centralize operations when he acquired the Lincoln Company, nor is he attempting to produce aeroplanes or aeroplane parts in any plants other than those specially prepared for that work. Diversity of product in itself, of course, does not force decentralization. Coupled with large volume, however, it makes decentralization a necessity.

Centralization of authority and responsibility, especially in an organization of some size, involves either complete functionalization on a chief executive who is able to see all, know all, and do all. Such centralization is usually accompanied by a centralization of operations and administration, which also usually involves division by process or equipment.

Complete decentralization means organizational division by product; either division by distinct products, or variations in one product. An example of both of these may be had in the General Motors Corporation which does not

attempt to make the Frigidaire in factories in which it makes automobiles, nor does it attempt to make the Buick and the Cadillac in the same plant. Decentralization may mean division geographically as in the case of the large, geographically divided sales organization previously mentioned. Decentralization of operations almost certainly means decentralized authority and responsibility, or authority and responsibility placed as close to the point of action as is possible. Specialization is made available through the use of centralized staff units. We can again make use of the General Motors Research Corporation as an illustration here, as the General Motors Research Corporation is the centralized staff organization of a highly decentralized general organization scheme.

Advantages to be obtained from the centralization of authority and responsibility are:

1. There will be uniformity of orders and instructions.
2. There will be uniformity of methods.
3. There will be uniformity of action.

Extreme centralization of authority and responsibility is exemplified in the case of the fighting organization of the Army. In this case great care is taken to see that uniformity of orders, instruction and action is maintained and that methods available in one unit are available in all of the others.

The disadvantages of centralization of authority and responsibility are:

1. With increasing centralization it becomes increasingly difficult definitely to allocate responsibility for the performance of an act.

2. Pathways of authority become involved and the executives charged with making decisions are often at some distance from the point of action and the point at which all factors bearing on the problem converge.

3. Considerable time often elapses between the determination of the need for action, obtaining the decision, and getting the action.

4. In highly centralized organizations, the pathways of ordinary routine become greatly involved.

5. Centralization of authority and responsibility tends to suppress initiative in and growth of executives in the ranks, and the larger the organization the greater the tendency.

6. High degree of centralization tends to narrow the executives in the ranks as it is impossible for them to get breadth of experience.

7. Centralization of authority and responsibility in a large organization means a large centralized supervisory clerical force supervising in minute detail the operations of the operating units. Functional division is demanded. In times of depression it is impossible to materially reduce this overhead without impairing the control systems in use.

Centralization of operations means:

1. Volume of work.



## 2. The opportunity to specialize in operation.

Especially in the case of smaller companies, centralization of all lathe operations, for example, will permit a relatively large volume of work in the lathe department; will permit the use of higher production lathes and of special adaptations of those lathes to the classes of work.

The advantages of decentralization of operations are principally in the saving in process time.

It must be remembered that all of the advantages and disadvantages above outlined are general and may not apply in a specific case.

The ultimate of decentralization in any organization is obtained when all units of that organization, down to the smallest, are autonomous and held only to the accountability of a cost sheet or a profit and loss statement.

Because you may not discover the fact unless I tell you, I am going to remark that I am very much opposed to centralization, generally speaking. I might tell you of an example of centralization on a large scale with which I came in contact. When the war first started, I was an officer in the Ordnance Department in Washington. At that time the Ordnance Department was divided into an Artillery Division, an Artillery Carriage Division, an Artillery Ammunition Division, a Small Arms Division, an Equipment Division, and one or two other divisions on a material basis. This organization of course had its troubles, but the principle trouble was that of being unable to expand rapidly enough to take care of the emergency of war. An organization which had been buying and operating in terms of tens of thousands had now to operate in tens of millions, and it is inconceivable that such a change could take place without considerable trouble.

Some disciples of Taylor got to the ear of the Chief of Ordnance and convinced him that the trouble lay in improper organization. In a very short time, almost overnight, there blossomed out upon us orders to make a complete reorganization of the Department, and we were now to have a Design Division, a Purchasing Division which would purchase everything required by the Ordnance Department, a Production Division in charge of all production all over the country, an Inspection Division, and above these, and constituting the office of the Chief of Ordnance, was a Control Division. In this arrangement, the same organization that was responsible for the procurement of 4.5 seige guns was also responsible for the procurement of horse blankets. The organization responsible for the procurement of trench mortars was also responsible for the procurement of wagons and harness. Once purchased, however, its responsibilities ceased and the Production Division was then responsible for the follow-up of production. And, likewise, heavy artillery was mixed with Very lights and artillery saddles. Production once accomplished, Inspection took hold. Over the whole was the Control Division. The plans sound simple and logical until one realizes the vast quantities of any one item which had to be produced, the great number of factories which had to be turned

over to the production of that item, and the vast number of different items that had to be cared for.

The Control Division was probably the hardest hit. Its predicament reminds me of an aristocrat during the French Revolution who saw a large mob coming. He promptly went into hiding until the mob had passed. Soon he saw a friend of his running rapidly in the direction the mob had taken. He ran out, stopped his friend, and said "Stop! A large mob has passed in this direction within the last few minutes and it will be fatal for you to proceed." The friend, struggling violently, said, "My God; let me go. I must catch up with them. I am their leader."

I was transferred to this Control Division and I remember walking into the office of an old regular army Colonel. He looked up and said, "Well, young man, where are you from?" I replied, "I am from the Control Division." He said, "Control Division! What the Hell do they control?" I admitted that it was a good question and after that always told any inquiring superior officer that I was from General Blank's office. Incidentally, this is a piece of organizational psychology that I have never forgotten.

Taylor said, "All of the brain work should be removed from the shop." This, of course, means centralization and functionalization, but I believe this principle is open to question. Where is brain work needed? Where do emergencies occur? Where can brain work be applied to get the quickest action and best results? The answer to all of these questions is: At the point at which the work is being done.

I am a firm believer in putting in the hands of the man doing the work all of the authority, responsibility, and opportunity for initiative possible. He should be in no way hindered in his work by other persons having functional control over the operations, processes, and duties that are otherwise under his control. Taylor's reasoning, as we have seen, was that it was impossible to get executives with the qualifications for doing this and he was right. Decisions, great or small, cannot be made; authority cannot be exercised without that background without which decision is mere guess and authority is ignorant and arbitrary issuance of orders.

The executive, by the very nature of his work, must be a generalist and all we can say of specialization and its advantages cannot avoid that fact. Apparently we are in a dilemma, but only apparently. The answer is the selection, education and training of executives.

The day of the big, blustering, go-getter executive who led his pop-eyed and admiring followers through the smoke and fire of a business battle is passed, and in his place has come the leader who is a teacher. A leader who, through careful selection and training, prepares his men to become executives and trains his executives to control departments through knowledge and sees that they are furnished systematically with the facts forming the basis for



that knowledge.

I am not advocating the moving of the general manager's desk down alongside of the turret lathe or the assembly bench, nor am I advocating the control of the business by the foremen, but I am saying, in the words of Professor H. P. Dutton, "The man who decides must be in a position to grasp all of the important factors of the situation." The man who has most of the important factors of the situation at his finger tips is the man at the job and not a comptroller or cost accountant sitting up on the fifth floor of the main office. W. J. Donald at Buffalo said, "The reason the comptroller and the cost accountant and the production control men are stepping into usurp the authority of the factory executives is because many factory executives are not able to interpret and make use of the accounting and statistical data placed before them. Until the factory executives do get a grasp of this so they are sufficiently able to interpret, they are going to have their functions usurped and they will be overridden by cost accountants, comptrollers, and others." To me this is another way of saying that human nature takes the path of least resistance and management is human.

If a comptroller or cost accountant has enough experience in factory management to enable him to step in intelligently to usurp the authority of the factory executives, then by all means place him in charge of the factory and avoid the waste of overlapping control. If he hasn't sufficient knowledge and experience to run the factory, make him keep his hands off and train the factory executive to use the comptroller's and cost accountant's figures to do his own controlling.

*(From "The Military Engineer", Article by Col. T. H. Jackson  
on "Basic Principles of Organization")*

## THE CENTRALIZED ORGANIZATION.

Decentralizing means passing to each intermediate group in turn, control over the activities under that group. Centralizing means dealing with the working groups through intermediate leaders having little or no command. The more completely the control is held by the central leader, the more centralized is the organization or group.

Small organizations are usually centralized, since in such cases the leader may be able to control efficiently. In a large organization, however, the efficiency of the organization is impaired in direct proportion to its centralization. The War Department is organized, theoretically, along decentralized lines—Headquarters of War Department—Corps Areas of Departments—Posts. The Supply Branches, however, are organized along centralized lines, the offices in Washington dealing, in general, directly with the working groups, i. e., the Headquarters of the branch with its post representative. In the Engineering Department, the office of the Chief of Engineers deals with District Officers through Division Engineers. In a decentralized organization the office of the

Chief of Engineers would deal only with the Division Engineers.

Most centralized organizations are the result of such slow expansion that the leader has gradually adapted his central office to care for the field work, losing track of the point that such central control is no longer efficient or economically advisable.

The Principle of Decentralization is one accepted by all, but never used in practice without reservations. It is simple and sound in theory, but our very nature makes it difficult to put it into practice. As soon as one attempts to adopt it in creating or operating his organization, he is confronted by objections raised by himself and by all of his immediate assistants. The most important cause of these objections is fear; others are egoism, jealousy, etc. It takes courage to trust your power to others; it takes broadmindedness to give your group leaders a chance to shine. So long as you are your own master, i. e., you lead your own organization, there is no reason why you should not centralize or decentralize as you please. But when you are not your own master, i. e., when your organization is a trust placed in your hands by others, you should ponder long before you let timidity, egoism, jealousy, etc., weigh against the adoption of that which is sound both in theory and practice—decentralization.

## THE PRACTICAL SIDE OF THE ORGANIZATION

What has been written above refers mainly to the theoretical side of the organization. It is now desired to indicate some of the points that are ever present in practice. In creating a new organization, or in the enlarging of an old one, you must outline that which is ideal, that which you are aiming at as a guide for yourself and your group leaders.

The most important problems that will confront you in this task are: Policy of command; creation of new groups; appointment of group leaders; specialist command; grouping around men; support of group leaders; excessive overhead; and tendency to details.

No set rules can be established in advance which will apply accurately to all types and sizes of organizations. But fundamental principles may not be violated and the organizer must fit them to suit his particular situation.

### POLICY OF COMMAND

Irrespective of your position as a leader in your organization, you must yourself determine your policy of command. You may be responding to a very centralized control and that policy of command forced upon you for your group, still you will always have some latitude in this respect, and what you have should be given without question to the decentralized policy.

### CREATION OF NEW GROUPS

As an organization expands, new groups must be created. In doing this, the greatest care should be exercised to avoid creating them before they are



absolutely needed. New groups are always inefficient, on account of lack of leaders, equipment, personnel, etc., but principally through lack of good leaders. The older groups from which the new groups must be formed by separation or by transfer methods, have and try to hold the best leaders, hence the new groups are apt to get only what the others are willing to give.

The correct policy calls for a new group only when the expansion of an existing one brings more work upon a group leader than he can carry. A new group should then be formed, preferably by dividing a group or by taking parts from several groups to form the new one. However, even after the new group is formed, it should not function independently until a competent leader is available. While awaiting that event, one of the old experienced group leaders should be in temporary command. The prospective group leader may well be second in command. Office groups, as distinguished from field groups, must frequently receive different treatment, since these groups usually have duties based on the field work and must be created in accordance with the field demands. However, as a general rule, such groups should be created only as needed, and a new group should *never* be made independent until a competent group leader is available. If you must have five groups in your office and you have only two good leaders, then only two groups should function independently. Few principles of organizing are violated more frequently than this one. The ordinary leader creates independent groups, if they are shown on his chart, as soon as he can find the personnel. The disastrous results of this policy are shown promptly in the field work.

The creation of groups and the appointment of groups leaders should in theory go hand in hand. In practice this is not possible. Every group should have a leader, but as indicated before, no group should have a *permanent* leader unless a competent one is available. You will find that it is easier to create groups than to find competent group leaders. To meet this situation, you must utilize your competent group leaders to the greatest extent possible. If you have five groups and three good leaders, then two of these must take command temporarily of an additional group. In such cases they may be given an assistant with these extra groups, whom you may call a leader in prospect. Never make the mistake of putting in command of a group a man whom you do not consider qualified, when you can give it to a tried man as an extra command.

(From "*Industrial and General Administration.*" by Henri Fayol)

## CENTRALISATION

Centralisation, like division of labour, is one of the laws of nature; in every organism, whether it is animal or social, sensations converge towards the brain, or management, and from this brain, or management, are sent out the orders which set in motion all parts of the organism. Centralisation is not a system of administration, which is good or bad in itself, and can be adopted

or discarded at will; it is always present to some extent, so that the question of centralisation or decentralisation is simply one of degree—the problem is to find out what is the best degree of centralisation for a given undertaking.

In a small business, where the manager gives direct orders to the lowest employees, centralisation is complete; but in a big business, where many intermediate grades separate the manager from the workman, orders, like information travelling in the opposite direction, have to undergo a number of unavoidable repetitions. Consciously or unconsciously, each employee puts a little of himself into the transmission and execution of orders—he does not act simply as a mechanism—and it depends on the manager's character and ability, on the ability of his subordinates, and on the nature of the undertaking, how much initiative he can safely leave to his subordinates; that is to say, the degree of centralisation must be different in each individual case.

The object to keep in view is to make the best possible use of the faculties of every member of the staff.

If a manager's ability—his energy, intelligence, experience, and quickness of thought—allow him to have a wide range of activity, he can carry centralisation a long way, and make his assistants simply executive instruments. If, on the other hand, he prefers to rely more on the experience, opinions, and advice of his colleagues, he can decentralise the work to a large extent, while retaining the right to general supervision and control. Since the absolute and relative abilities of the manager and his staff are always varying, it is clear that the degree of centralisation can also be constantly in a state of change.

The question is one which must be decided according to the circumstances of the case, and in the best interests of everyone concerned. It affects the lower grades of the staff as well as the higher ones, because every man can encourage or restrain the initiative of his subordinates.

The problem of centralisation is to find the degree which gives the greatest total yield; everything which increases the importance of the part played by subordinates is decentralisation; everything which reduces it is centralisation.

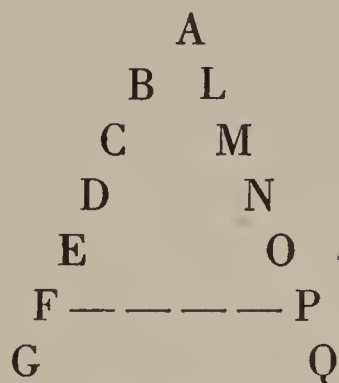
## THE HIERARCHY

The hierarchy is the series of officials which runs in order of rank from the supreme authority to the lowest employee.

The hierarchic channel is the road which all communications leaving or addressed to the supreme authority follow in passing through all the ranks of the hierarchy. The need for this channel arises both from the need for safe transmission and from unity of command but it is not always the quickest channel, and in very big enterprises, the State in particular, it is sometimes disastrously long. As, however, there are many operations whose success depends on rapid execution, we must find a means of reconciling respect for the hierarchic channel with the need for quick action. This can be done in the following way:



Let us suppose that it is necessary to put function F in communication with function P, in an undertaking whose hierarchy is represented by the double ladder G-A-Q. In order to follow the hierarchic channel, we should have to climb the ladder from F to A and then go down from A to P, stopping at each rung, and then repeat this journey in the opposite direction in order to get back to our starting-point.



It is clearly much simpler and quicker to go straight from F to P by using the “bridge” F - - P, and this is what is most frequently done. The hierarchic principle will be safeguarded if E and O have authorized their respective subordinates, F and P, to enter into direct relations, and the situation will, finally, be perfectly in order if F and P immediately tell their respective chiefs what they have agreed to do. So long as F and P remain in agreement and their actions are approved by their immediate superiors, direct relations can be continued, but as soon as either of these conditions ceases to exist, direct relations must stop and the hierarchic channel be resumed.

This is a method of procedure which can be established in the great majority of businesses; it allows some initiative to be exercised at all levels of the scale. In a small concern, the common interest, that is to say the interest of the undertaking itself, is easy to recognise, and the employer is at hand to remind those who are inclined to forget it. In the State, on the other hand, the common interest is so complex, so enormous and so far away, that it is difficult to get a clear conception of it, and, for nearly all the employees, the employer is a sort of myth. Unless it is continually being revived by the supreme authority, the consciousness of a common interest fades and grows dim, and each function tends to regard itself as being its own ultimate aim and object, and forgets that it is only a cog in a vast machine, all of whose parts must work in harmony; it isolates itself, and no longer recognises anything but the hierarchic channel.

The use of the “bridge” is simple, swift, and sure; it allows the two employees F and P, in one meeting of a few hours, to deal with a question which by the hierarchic channel would go through twenty transmissions, inconvenience many people, entail an enormous amount of writing, and waste weeks or months in arriving at a solution, which would probably not be as good as the one obtained by putting F in direct contact with P.

It seems impossible that such practices, which are absurd as they are disastrous, should be in common use, but, unfortunately, there is no doubt

that they are used in matters connected with State services. It is generally agreed that the chief cause of this is the fear of responsibility, but I personally believe that it is due rather to lack of administrative ability among the men who are in charge. If the supreme authority A made his assistants B and L use the "bridge" and saw that they made their subordinates C and M use it too, the habit of taking responsibility would be established and the courage to accept it developed at the same time as the use of the shortest route.

It is a mistake to leave the hierarchic channel without good reason, but it is a much greater one to follow it when doing so will harm the undertaking; in certain circumstances, this can be a very serious mistake indeed. When an employee has to choose between the two methods of procedure and cannot get the advice of his immediate superior, he must have sufficient courage and feel himself free to adopt the one which the common good demands. In order that he may be in a suitable state of mind to do this, he must have been prepared beforehand for such a situation by the example of his superiors, for example must always come from above.

(From "*Organization and Operating Principles*" by  
Edgar W. Smith.)

In the delegation of authority contemplated by our line and staff structure, the very scope of our activities makes it imperative that the line officer who has fallen heir to the administrative responsibility be allowed to conduct his operations actively and in an unhampered manner. Thus a managing director, in the day-to-day conduct of his business, should be able to anticipate that his work will be interfered with only in the event of some drastic shortcoming in organization, methods or personnel making itself apparent in the results displayed. If such shortcomings become manifest, corrective action is, of course, necessary and to be expected; but with the business running in a generally satisfactory manner, it is the paradoxical fact that the Regional Director owes a responsibility to the managing director—and each line superior similarly to his subordinates—to respect the action the managing director is taking, to give him the utmost of his support in what he does, and to accord him the maximum of credit for it. No line superior who has a proper sense of his position can afford to interfere unduly with the work of his subordinates: the fact that he has made them his subordinates and delegated a large measure of authority to them implies a faith and trust in them that carry very definite attributes of responsibility. \* \* \*

The application of line-and-staff organizational theory is not without its dangers. Staff organization requires a nicely balanced personnel and conditions within a business often militate against an ideal selection of personnel. The line executives must have a thorough understanding of the purposes of the staff organization or the plan will very quickly degenerate. It is not at all unusual to see staff department heads with strong personalities assuming



more and more control and authority in the line operations so that the staff organization is slowly transmuted into a functionalized control with all of the delays and indefiniteness attaching to the use of functionalized control in a large organization.

I have mentioned above that the wise administration of a business demands decentralization of authority and responsibility. General Motors Corporation itself is an outstanding example of decentralized business organization and it must undoubtedly be conceded that a large measure of its success is attributable to decentralization with the flexibility of organization, individual responsibility and individual initiative which always accompanies the properly decentralized organization.

I am a firm believer in putting in the hands of the man doing the work all of the authority, responsibility and opportunity for initiative possible. He should be in no way hindered in his work by other persons who have functional control over the operations, processes, or duties that are otherwise under his control. He must have authority to act as the exigencies of the minute demand, for without this authority the business will become so unwieldy that it cannot react to the conditions and trends surrounding it. Decision is, therefore, imperative.

The executive by the very nature of his work must be a generalist and all we can say for specialization and its advantages cannot avoid that fact. Decisions great or small cannot be made, authority cannot be exercised, unless there is a background of study without which decision is mere guess and authority is ignorant and arbitrary issuance of orders. It is difficult to get an executive with the all-around qualifications necessary for decisions on all of the problems which may come to him. But this does not avoid the necessity for decentralization nor does it in any way obviate the soundness of the principle. The only practical way to avoid the dilemma is to surround a principal executive with a staff which will furnish him with the studies necessary for the solution of his problems and in most cases furnish him with the recommended solutions themselves. To this end the line-and-staff organization as applied to business has been developed.

We may be asked, "Why is it not logical to put these staff men in actual charge of the work which they are to study and make them responsible for the operation?" This immediately involves us in the problems of lack of individual responsibility. Under such functionalized control the lesser executive over whom the control is operating becomes confused, discouraged and disgusted with the variety of his bosses and the overlapping of jurisdiction which must develop. It is fundamental to any organization that any one man shall have one man to whom to look as his superior; one man through whom and from whom must come all of the direction necessary for the operation of the business. The answer is inevitably a line-and-staff structure and if the effectiveness of the organization depends upon the effectiveness of its operating

divisions its success will be dependent upon the clearness of the concept of the line-and-staff organization and the firmness and determination with which the concept is applied. \* \* \*

(From "*The Management Review*" abstracts. August, 1930,  
by W. J. Donald)

Present day business calls for a higher grade of all around business executives than we have ever had since the arrival of the era of big business. Experience in business is part of the educational process; the job needs to be recognized as having educational potentialities. One of the problems of today is too great specialization which prevents a man from gaining experience in all the phases of operations; thus they are not prepared for the time when they might be promoted into more of a line operation. They are apt to become a disintegrating force within the organization.

One of the most fundamental principles of organization is the principle of locatable and centralized responsibility. Promotion to major factory executive positions calls for an understanding of the four most important phases of modern-day factory operations: personnel management, office management, cost accounting and research.

In this time of rapidly growing large-scale operations the need is for men who are able to coordinate the work of specialists. \* \* \*





No. 1758

Date 2-26-31

Order to all Regions

Order to 330

Order to 3300

Label	900
Quantity	540
Price	225
Amount	
Balance	
Total	2444
Net	4109

Net Amount

Net Amount

Net Amount



1  
F 76 OR

## ORGANIZATION STUDY

## DISCUSSIONS LESSON 6

March 21, 1931

W. M. NAGEL

BLACKFEET

KALISPELL, MONT.

1. Most of us can recall families of three distinct types.

In the one the father selfishly seeks to control the destinies of his children to the most minute detail, even after the children have families of their own. Not only does he want them to carry on his business, but he wants them to join certain organizations, build their homes on sites selected by him, raise their children in a certain way, etc., etc. And, by the wording of his Last Will and Testament, he strives to hold them along certain lines. Even in death he cannot give up the reins.

The family of the other extreme and the intermediate type of family are both self-evident.

I would like to be able to picture centralization and decentralization and a combination of the two as clearly as I can see these families. When I consider the word "authority" as used in the first line of Lesson 6, and try to tie it to the Forest service organization, I find my mind straying along various channels and soon reach the point where I can hardly hit the ground with my hat in three throws. Now I see it as a highly efficient centralized plan, and again as a decentralized one.

When we say that the Service is organized on a basis of "decentralization of authority" just what do we mean? And just what authority are we talking about?

Let us consider some of the various activities on a forest. First, the construction of various buildings, telephone lines, trails, and other improvements. Granting that a supervisor has considerable leeway as to where and when he will construct each project, we must admit that in the actual construction of each he must follow predetermined standards that outline all phases of the work, even to the color of painting the building as a final touch, or to the polish of the trail. Every step is along established routes. I freely admit that on the whole this is as it should be, but decentralization hovers in the vague background. It is clearer so far as the Regional Forester's relation to this work is concerned.

Consider timber sales. The supervisor has authority to make sales up to established limits, but of course not in conflict with the management plan which has been approved by a superior officer, who, so far as the supervisor is concerned, is a centralized authority. The sale is made along standardized lines for the timber type involved, and the clauses are general, predetermined ones. Occasionally some minor clause is up to the supervisor for decision,

and this is made in line with what appears to be good business practice, or it is merely the choosing of the proper clause in line with established standards. And, finally, in the handling of the sale itself, there is little that smacks of individual initiative. It is largely a proposition of proper application of standards and policies on the ground. I admit that our sales work is conducted about as it should be, but again decentralization hovers in the background. The men connected with the sale do have plenty of authority to see all steps of it through to completion. In this sense it is decentralization, but if we consider that practically every move they make on the job is along standardized lines not usually of their own making, doesn't decentralization slip into the shadows and make centralization stand forth more clearly? Just what decentralization of authority have the field men actually assumed, and, if they did their work along established lines, just how important has this decentralization been in the scheme of things?

There is no need of going into a discussion of other activities since all are pretty much on the same basis. The question in my mind is this. After policies and standards are established for our guidance, often down to rather minute details, is our authority in carrying on our work one of decentralization or one of efficient centralization?

On a given unit of area, centralization and decentralization comes and goes in waves, depending on how much authority the ranking officer will give to his subordinates. Usually these waves are not of sufficient size to impair the efficiency of the organization, but there is always the danger on the one hand of suppressing individual initiative, and on the other hand of resulting in poorer results because of lack of coordination or too much deviation from desirable standards of performance.

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W. G. WEIGLE

SNOQUALMIE

SEATTLE, WASH.

Suggestion 1. "Discuss the reasons for and against decentralization. Possibly you do not agree with the lesson. If so why?"

The object to be accomplished leads to the formation of an organization. In forming an organization we have in mind the accomplishment of a piece or volume of work in accordance with a certain standard in the most efficient manner.

The executive charged with the accomplishment of this objective is chiefly interested in results. If the volume of work to be accomplished is small and centralized it may be best accomplished with a simple organization with centralized authority, but if the volume of work is large and widely scattered, its accomplishment will be promoted by decentralization. The lesson points out that the three principal factors that tend to decentralization are volume, location and time.

The volume of work may compel the executive to unload part of it on



subordinates. This is a good reason for decentralization, in that it promotes accomplishment.

*Location* may also be a good reason for decentralization inasmuch as the work to be performed may be widely scattered in distant places, making it impossible for the executive at the head of the organization to keep in touch with it: therefore finds it much to his advantage to delegate authority to a subordinate who is in a position to personally supervise the work. Location, if distant and scattered, may also involve the decentralization factor of time. The distance from the activity to the headquarters may involve so much time that the desired results would be nullified thereby, which would be a good reason for delegating authority for action to the local representative.

Volume of work, location and time may be the three principal factors that cause the executive in charge to decentralize his organization, but in so doing he provides for decisions being made close to the activity which not only relieves the executive in charge of part of his burden but strengthens the local executive both in his power to do and community standing. Decentralization also has the advantage over centralization in that the local executive has the advantage of making his decisions from more accurate information concerning the case. It frequently happens that conditions that call for decisions are so tied up in community doings of which the local executive is familiar that it would be very difficult and probably unwise for the local executive to try to give a true picture of the case on paper to the executive in charge.

Centralization has its advantages and may be looked upon with favor for small organizations, also that the executive in charge usually thinks that since he is responsible for results, he prefers to hold the controls as long as possible.

Referring to the quotation from the manual which reads: "The Forest Service is organized on a basis of decentralization of authority. As rapidly as policies are stabilized and capacity to handle work demonstrated, one function after another takes its way from the central office outward in the direction of the last responsible administrative officer. There is a constant search for the degree of delegation of authority which will produce the greatest total output of desired results." Instead of decentralization, as stated in the above quotation, the tendency has been toward centralization. The users of the Forest authority. The prestige of the Regional Office and its functional heads is rapidly growing while that of the Supervisor has been growing less. Many of are rapidly becoming acquainted with the fact that the Supervisor has little the field men are of the opinion that the quotation taken from the Manual was really intended as written and are sorry that decentralization was not carried out as the Manual provides. We are not at all certain that the present state of centralization built up under the direction of the Assistant Regional Foresters is the best form of organization. Many of the decisions made in the Regional Office should be made on the Forest, as the best information for making decisions should be most available near the activity.

The degree of decentralization will always be open to question as long as we have a Supervisor and a Ranger force. A hard and fast policy is difficult to establish, even if the personal element is eliminated. Decentralization should be carried on as rapidly as limitations permit.

Take the case of road side beautification. If left to Rangers who worked in a Forest where a high recreational public opinion was just about to develop, maybe one of the Rangers would think Recreation was "poppy cock" and make a number of timber sales along a main thoroughfare. The Ranger on the adjoining District might cut no timber within 300 feet of a road. Would not that be a "picklement?" To me, "road side preservation" or whatever you want to call it, should rest with the Regional Office.

Recently the State Highway Department told us something relative to the location of Special Uses along State Highways through National Forests and we were caused to establish a policy which "centralized" as far as the Supervisor was concerned. This seemed logical to me.

Some time ago Mr. Munns wrote an article in the Service Bulletin advocating standard Ranger Station Dwellings, and portal entrances. To this I subscribe, but I understand Operation could not obtain an agreement from the Regional Foresters relative to Standard Improvements. A Ranger Station Dwelling could be standard for New Hampshire, as well as Florida, only it may cost more to build it in the former State. The statutory limit, of course, operates against this.

I believe there is a good deal of the personal desire that enters into many of these things. Here in R-7 we use R-5 plans for firemans' cabins, and the R-6 Telephone Manual and like them, with some exceptions, exceptions which perhaps are not too important.

Upon re-reading the above I cannot help but note that *my personal* beliefs are very evident.

Did you every stop to think that decentralization means increasing Supervisor's Staffs, meaning increased administrative costs?

The problem of decentralization will be solved in last analysis by "the situation gives the order."

The Ranger planted the 50 trees for his own local information while the plantation may have been established for a broader purpose which the Ranger evidently did not know existed. If he wanted to know about the "point"—why not get some more trees. Finally did the survival of the unofficial plantation prove anything other than the satiation of one man's (personal) curiosity?

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FRANK GRUBB

PRESCOTT

PRESCOTT, ARIZ

1. Decentralization, to the extent practiced in the Forest Service, is an



essential to the proper administration of its numerous units. Without it the Public would damn us, and rightly, as a public nuisance. However, in the final analysis, it does not appear that the rank and file have as large an amount of authority as the Manual would indicate. Are we not very much in the position of a store clerk, who has authority to sell goods at a price set by his employer or a craftsman who has authority to produce a certain article, conforming strictly the specifications set forth by those above? The Manual, plus a Handbook for every major activity leaves but little in the way of policy or procedure to the individual. Not that this is considered a mistake. On the contrary, I believe it a sound policy.

Several times during my Forest Service career I have been handicapped in trying to induce a permittee to comply with some Manual requirement by having him state that the ranger on the blank district or the Supervisor on the blank Forest let so and so do exactly opposite. What a delightful chaos we would have if each Supervisor and ranger built his own policies from a mere skeleton policy promulgated in Washington or the Regional office.

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RAY PECK

GRAND MESA

GRAND JUNCTION, COLO.

No. 1. I believe the lesson states the case very clearly and I agree with the viewpoint taken.

The Forest Service has gone a long way in decentralization. When I first entered the Service, if a farmer living near the forest wished to build a small reservoir, it was necessary for him to make application to the Forester at Washington. This application was referred back to the Supervisor and thence to the ranger with a request for a report. The report went back through the same channel and a permit was finally issued from Washington often after much delay caused by sending it back and forth for additional information. Sometimes the summer season was over before the man finally got his permit and he would have to wait for another season to do the work. This may seem like an exaggerated case but I can recall several instances where it took months to complete some business transaction which is now done by the local force with no delay whatever.

The cry of red tape has disappeared with the decentralization that has taken place. There is, however, a limit to which this can go and possibly the Service has gone too far along some lines and has sacrificed uniformity.

Certain local policies have grown up on neighboring forests and the public which may have dealings with more than one forest is sometimes confused by the different policies which have grown up. One Supervisor may require entirely different grazing methods from a permittee than the Supervisor on the neighboring forest. One Supervisor may be very strict in regard to timber requirements and lax with his grazing permittees. The other, who is a grazing man, is just the reverse. This diversity of method has caused considerable

comment by the public but no serious complaints have originated such as occurred before the decentralization took place.

No. 2. This brings out a very pertinent question in Forest Service work. Just how much responsibility a ranger, for instance, can take upon himself is a mooted question. For instance, standard specifications for road structures are drawn up in the Regional Office and sent out to the field to be followed. The ranger in charge or a road foreman, after looking over the blueprint and specifications, may decide that he knows more about how the structure should be built than the man who drew the plans, and varies it accordingly and states that he is willing to accept the responsibility for the change. This is a responsibility, however, that he cannot accept and the man who drew the plans must shoulder it, not the man who built the structure. Sometimes, however, gross errors are encountered and to wait to have the plans remedied would mean the loss of much time and money. If there is not time to take the matter up with the official who laid down the plans, I presume the man in charge would be severely criticized for not using his best judgment. However, the best thing to do would be to have the proposed changes made before the construction started.

The same reasoning might be applied to roadside beautification. Certain general principles can be laid down which should be standard for each forest. Undoubtedly, these would have to be varied to suit local conditions and no set distance could be established. A structure in plain view from a road might be very undesirable and still be beyond the 300 feet limit. Another structure might be only 100 feet from the road and be so situated that its presence would not mar the beauty of the scenery, depending on typography and cover.

I have known cases in the Forest Service where Supervisors and Rangers have been severely criticised for not following to the letter the instructions sent from above, and in other cases they were criticised for not using their common sense in varying instructions to meet local conditions and emergencies.

There is no question but what broad questions of policies and objectives must come from above in order to keep our policy uniform. Uniform practices must be followed in silviculture improvements and in most other activities. These should only be varied by the Ranger or Supervisor to meet special conditions or emergencies where much time and money would be wasted otherwise.

The public demands service and if it has to wait for long periods in order to obtain decisions on questions, much dissatisfaction takes place. The Forest Service is popular with the grazing permittees at the present time because it is decentralized and the Supervisors and Rangers are able to settle on the ground most any question that arises. This is as it should be, and a function of the Regional Forester and the Assistant Regional Forester should be to so train and guide the Supervisors and Rangers that they are able to take the necessary quick action on problems and yet stay within the uniform policy laid down



from above.

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A. C. FOLSTER

LA SAL

MOAB, UTAH

1. I agree quite fully with the lesson and with the author's view point relative to the basis on which the F. S. is organized. However, I strongly favor decentralization, particularly since time, volume and location are very important factors. Consolidation of forests and ranger districts require greater authority delegated to the responsible administrative officer; this also develops a stronger organization. Too much centralization would tend to detract rather than build up an organization, since it would not be based on all facts. Why the need for trained experts on ranger districts or forests unless a large degree of decentralization is practiced? One of the greatest problems I continually have to guard is that instinct of human nature, the act of doing or having done a given job in my way of doing. This can be illustrated in driving a car. If you are accustomed to driving a car you no doubt feel more confident in your ability as a driver than the other fellow; fear enters in, lack of confidence. However, as Col. Jackson says: "One should ponder long before he lets timidity, egoism, jealousy, etc. weight against the adoption of that which is sound both in theory and practice—decentralization." This should apply to our organization since it is a trust placed in our hands.

2. My experience has not brought me in direct contact with this problem.

Whatever use is made of the land along a highway within the forest it should be given the most thoughtful consideration. The users of the forests thru these special privileges are in the minority. Therefore, if use under careful administration is offensive or obnoxious to the majority of use, and detracts in any way from the aesthetic features such use should be curtailed. In any event the policy should be local, with authority vested in the Regional Forester and Supervisor. Certain use of such lands in one region might not fit the conditions in another region. Just a lot of PR work and also protection from fire can be put over thru regulated use. I should not favor uniform rules.

3. Supposing the results had been adverse to the case cited our reactions might have been different. Decentralization must be extended to the Supervisors and Rangers with respect to location and time of planting. The other factors could be centralized in form of instructions. Centralized instructions covering the full planting procedure with regards to site, time, etc., would not be applicable to all Regions.

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ROY A. PHILLIPS

NEZPERCE

GRANCEVILLE, IDAHO

3. This is a case where perhaps for very good reasons it was felt necessary to hold close central control over the job, but where the Ranger, instead of holding to the letter of his instructions, entirely reached out in a character-

istic Forest Service manner and included a few ideas of his own. From my own experience jobs that have been most successful have been where I have been placed on my own responsibility for results. It is a very easy matter to follow definite instructions in the performance of a job and there is generally little criticism if it is a failure but where you are placed on your own responsibility it is a very different story. I have noticed that almost with exception where a job must be done with limited means, that a definite accomplishment is stated but the intermediate steps are not always very clear; nevertheless, the final results are almost always good.

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PAUL H. ROBERTS

SITGREAVES

HOLBROOK, ARIZ.

1. I believe that the tendency in the Forest Service is to decentralize as to executive authority and responsibility for getting results, (i. e., require the man on the ground to take the action and secure results) but to centralize as to functional control in some activities. On the other hand, there does not seem to be an entirely uniform idea as to centralized functional control. In Forest Management functional control is exercised quite strongly. Definite marking and brush disposal rules are established by the Regional Forester. Fire control requirements on sales come to us from the Forester's office, and they have not yet been adjusted to where they entirely meet the local situation. The requirements under which sales are administered is therefore highly centralized but the job of taking action and getting results in accordance with these requirements is highly decentralized. This doesn't mean, however, that the man on the ground is in any way prevented from taking part or having his say as to functional requirements, and if he is able to make himself heard adjustments may be made.

It is possible to centralize functional control of Forest types because fairly uniform principles of management can be applied.

On the other hand, Range Management is more difficult to centralize because there are a great variety of conditions to meet on the ground. In such a case the functional control is more general and it is more the job of the man on the ground to apply general principles to specific conditions. Consequently, the various primary functions must be delegated to a great extent according to the peculiar organization requirements of the particular function.

I believe that to a great degree those things requiring uniformity of action in a large organization should be centralized, and that this centralization should be primarily functional. Executive authority and responsibility should be decentralized.

3. The plot for which detailed instructions were sent the ranger must have been either a Supervisor's or Regional Office plot. I judge the ranger would have tip toed up to the fence to look at it. He could scarcely call it his own child. He must have had a lot of initiative to "lift" the fifty seed-



lings and plant them in his own plot on the ridge.

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FRENCH, H. E.

POCH, F. J.

SAN ISABEL

PUEBLO, COLO.

1. "Policies grow out of cases". I am in agreement with this statement and for this reason: the formulation of policies in a sound organization must be a centralized function. I do not agree with the principle underlying the Manual statement that capacity to handle work shall be demonstrated before it is put out in the field. A decision should be made as to where this work should be handled and then through inspection see that the work is done acceptably. The central office seems to be dissipating its effectiveness in handling the work itself until the field officer has demonstrated his capacity. A portion of this energy, if devoted to inspection, would insure that the quality conforms to standard and a balance of energy would then be left for more fruitful work.

3. It would seem that the research policy should be sufficiently flexible to allow the Ranger to plant 50 trees upon his own initiative; in fact, it would seem good administration to encourage this sort of thing. The individual's interest in planting is thereby increased and there is always a possibility that this work may lead to something that is really important. The statement of the case does not show that the diversion of 50 trees from the stock supplied the Ranger in any way detracted from the experiment as outlined.

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CHAS. DEMOISY, JR.

UINTA

PROVO, UTAH

1. There may be many reasons for and against decentralization in various businesses, but in the Forest Service a highly decentralized organization has proved to be and will continue to be the most effective. Large volume of work handled by small groups of workers scattered widely and generally with poor intercommunication, local influencing factors all force delegation of authority to the administrative officers on the ground. There is another factor—that of public service, assuming a great variety of forms. If it is to be efficient and popular it should be performed with dispatch and with full consideration of the local facts.

There must be proper direction and correlation of the decentralized activities but the principle of line authority should be adhered to closely.

2. Local policies with local rules formulated on the basis of local conditions should govern. All the factors should be given full consideration, however, and this may mean that the Regional Forester, (possibly through study by staff officers) should formulate certain broad policies for more important areas.

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McNAIR, JOHN W.

SHENANDOAH

HARRISONBURG, VA.

1. I am in accord with your conclusions in the lesson that large volume,

broad territory, localized facts, long distances, and the need for quick decisions are the factors demanding decentralization, while correlation, specialization and intensive investigations are factors demanding centralization.

The location of the National Forests has made it necessary for us to organize upon a basis of decentralization to the extent that our country has been divided into nine Regions with a Regional Forester over each. The organization is further decentralized in that the Region is divided into Forests with a Supervisor in charge of each and so on to the Ranger District, the smallest administrative unit.

On the other hand we are centralized to the extent that the ranger must refer certain matters to the supervisor, the supervisor must secure approval of the Regional Forester on certain questions and so on up to the Forester.

It seems, therefore, that what we need and are striving for is a degree of centralization that will give greatest returns. If we go too far towards decentralization we become disorganized, while if we become a completely centralized organization, the work is unduly retarded.

2. The use to be made of land adjoining highways is a question that requires intensive investigation and should be decided by the Regional Forester. The Assistant Regional Forester should conduct the investigation, as a result of which the Regional Forester should establish a general policy. The question of no cutting within 300 feet should be decided on the basis of local conditions by the Ranger with the approval of the Supervisor since they are experts on local conditions.

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J. V. WOODHEAD

ROUTT

STEAMBOAT SPRINGS, COLO.

2. In this example there seems to be combined nearly all of the factors needed to make a good centralization-decentralization problem. Volume is there: Hundreds of miles of highways under a multiplicity of conditions. The time element is included. There are questions which demand immediate answer. Answers to others may be deferred until cases are studied at length. As to location, our highway and road problems are as widely scattered as is possible in the United States.

With our hundreds of miles of highways there is little difference in principle in the question of road-side beautification and utilization. The same travellers go through one National Forest after another and, so far as the road-sides are concerned, whatever policy the Service follows the idea is to present to the traveller examples of good management and fairly uniform practices. If it is good practice to have summer homes abutting the highways in one Forest it ought to be about equally desirable in another. Whatever the policy may be, general uniformity, especially as to utilization, is desirable. The general policy statement should therefore come from the highest central authority—the Forester. Only in this way can uniformity be assured and the function of



correlation brought into play.

Policy statements can answer questions in the same class over a wide territory. Ours usually do. If the statement comes from above the man on the ground merely passes the decisions along to the user. This is true with most of the minor questions. We say that the local man makes the decision but actually he merely quotes it. So, in this highway question, if the policy said, "No private summer homes within 300 feet of the centerline of the road", an application for space within that strip should get no farther than the ranger. The same would be true of many questions that would arise. In contrast, if the policy statement provided for summer homes anywhere within eye-shot of the highway, provided the buildings enhanced or at least did not detract from the beauty of the landscape, no policy statement could indicate the right answer for every condition. If a high batting average were to be maintained in correctly deciding under such policy, specialized knowledge in the principles of landscaping would be necessary. A trained man or one with special aptitude might or might not be found on the Forest. Therefore, if it were very important that a minimum of mistakes be made the case ought to go as high as might be necessary to find the man qualified to decide. This applies generally.

When any new policy statement comes out or a new Service-wide job comes up the number of centralized decisions necessarily are greater at the beginning. Decentralization increases as man acquires the necessary experience to apply the policy. This was noticeable on this Forest in the Land Exchange work. At first we were in doubt when a proposal was received and had to go to the Regional Office for advice. Several test appraisals were made and sent in for review. With experience, local officers know whether or not to submit a case, get a better offer, or drop it.

It has been my experience in the Service that decentralization keeps pace with the ability of the man on the ground to make reasonably correct decisions.

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G. E. MARTIN

ABSAROKA

LIVINGSTON, MONT.

2. The use of land adjoining Forest Highways or Development Roads should be governed largely by the character of travel on the roads. On trunk highways supporting both inter-state as well as local travel, the use should be governed by general policies decided upon by the Regional Office, or possibly preferably by the Washington Office. If decision is left to the individual Forest units, lack of uniformity will occur and the general trend of public opinion in such matters may not be met.

On dead end roads, or other highways on which the greater portion of the present and probable future travel is local in character, the decision as to land use should rest with the Supervisor since he is in closer touch with the local viewpoint. Ideas as to what constitutes real beauty and the general fitness of things differs greatly between individuals and also between widely

separated communities. If eighty per cent of those building summer homes on a dead end road prefer to erect their artistic little log cabins in such a position as to command a view of the road, any policy which prohibits such privilege may be as open to question as a general law which would require each home owner to fill his house with antique furniture and cover the walls with paintings that look as well when hung upside down as right side up.

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CARL B. NEAL

DESCHUTES

BEND, OREGON

2 (A) The problem of roadside beautification has been considered but not solved in Region Six. As I understand it, the present status of this problem is that it is our policy to leave the appearance of National Forest land adjoining the highways in as near its natural condition as local factors will permit. There are no uniform rules, as for example, no cutting within three hundred feet, it being thought that this should be decided on the basis of local factors, principally the stand of timber and topography. In some cases, the effect can be achieved by a strip narrower than three hundred feet, and in other cases a strip in excess of three hundred feet is necessary. This is a local decision. The local men are trained by the Regional Office in making this decision.

In answer to your question, I think the above procedure is correct, the Regional Office making a policy and training the local force in its application.

3. I do not find enough data in the statement of your problem to determine whether the Ranger should be commented upon for his initiative and aggressiveness, or whether he should be reprimanded for failing to follow instructions. This was apparently a "centralized" job, and properly so. In any event, it seems to me that one of the fundamental rules in an organization should have been followed. The Ranger should have obtained permission to vary from the instructions issued before acting, or if conditions justified him to the contrary he certainly should have reported to his superior officer immediately afterward as to his departure from instructions. It may be that the failure of the official plot was due to the Ranger's departure from the instructions. Who can say that the fifty trees he planted on the ridge would not have grown on the official plot?

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ANDREW HUTTON

SAN JUAN

DURANGO, COLO.

2. Lands adjacent to highways or roadside areas should be put to their highest use in every case, be that grazing, timber production, recreation, or what not. The problem is to find that highest use and properly correlate it with other uses. Not many roads should probably be handled exactly alike. However, certain broad general policies are probably applicable in every case. These policies are necessary for the purpose of correlation and systemization, but they must not be applied locally until after a study has been made of local



conditions. Local officers can only correlate the application of broad general policies on more or less limited areas, but correlation by states and regions is also essential. For that reason proper roadside beautification and utilization can not be entirely decided locally. As an example, a road passing thru two or more forests may or may not require the same treatment. If use and beautification is not correlated and standardized, the chances are good that the section of the road in each Forest would receive a different treatment due to difference of opinion as to proper treatment. I would say that the method of treatment should be decided on the Forest, based on general policies prescribed by the Regional Forester and subject to his approval.

If I could properly answer the questions stated in the third paragraph under the second suggestion for discussion I would be tempted to quit the Service and hire out as an organization expert. As stated in the lesson one of the really important research problems to be solved in any organization is to find out and definitely designate those jobs which should properly be centralized and those which should be decentralized. Far be it from me to even attempt to venture a guess as to what decisions certain officers in the Forest Service should be required to make but generally speaking, I would say that beginning with the ranger and working up, each officer should be allowed and required to make as many decisions as his ability will permit, but that strings in the way of general policies must be tied to all such decisions by superior officers for the sake of correlation. Correlation is the important problem rather than who should make the decision.

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R. L. P. BIGELOW

LELAND S. SMITH

EARL BACHMAN

TAHOE

NEVADA CITY, CALIFORNIA

(2) We believe that the service should stand for a general Policy of protecting Highways. The class of highways or roads present different problems. Local conditions vary the degree of protection necessary. It is not necessary to set a hard and fast rule of *no cutting* within 300 feet, or any specified distance. Local conditions should rule. In one place along a road, 50 feet would give the necessary scenic protection; in another place, it might take 500 feet. This only can be determined by the men on the ground; therefore, except for general policies, decentralized control will handle the problem to better advantage.

Leaving a strip of virgin timber along a road or highway will also be of advantage as a fire break as well as of esthetic value since a fire will not spot over as it will in a stand of reproduction or brush. This is purely a local problem.

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A. F. HOFFMAN

MONTEZUMA

MANCOS, COLO.

2. There should be a general policy to govern the question of road-side

bautification and utilization. There should be uniform rules because local conditions do not vary enough to make necessary more than uniform rules. In certain rare cases there will be conditions that will require a divergence from the uniform rules and in such cases the local officers should make their local decisions about the changes to be made and should refer them to the Regional Office where they can be considered by men who are better qualified to pass on the problem because they have had a wider experience and therefore can act with more sureness.

Decentralization of authority to make decisions should occur to the degree necessary to insure that problems that demand quick action will be decided by the man nearest to the problem. The Ranger will have authority to require the removal of trespass stock, arrest a fire trespasser, hire men to fight fire, etc. The Supervisor will be authorized to allot the grazing privileges, decide the proper location of a new road or trail, make a sale of timber, etc. The Assistant Regional Forester will decide the specific policies for his branch, as for example, the minimum and maximum rates to be charged for special-use pastures, what species of timber will be granted free under free use permit, etc. The Regional Forester should decide the most important problems such as the apportionment of the road funds in the region, etc. The discussion in the lesson outlines the principles for making such a plan of decentralization.

3. The ranger undoubtedly exceeded the authority that was given him since he had been handed all of the directions for planting the trees, but it seems that the Forest Service would have profited if the principle of basing action on "the total situation" had been observed.

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RAY WARD

JACK B. HOGAN

G. E. MITCHELL

COLVILLE

REPUBLIC, WASH.

2. This seems to be a point which required more study, more specialization and correlated thought and could be better handled under the more centralized plan than decentralized. In other work there is nothing about this that requires any of the attributes of decentralization while it does comply with factors of centralized organization, such as intensive investigation and specialization.

An example opposite to this might be drawn from our organization for fire work. On a number of the East Side Washington forests, known as fire forests, the Rangers were having considerable difficulty getting their administrative work done during the fire season. The reason for this was that they were required to stay at headquarters during the period when fires were most liable to occur and were unable to take care of the other administrative work that should have been done during that time. In order to overcome this situation a new position was created, that of Protective Assistant, which was intended to overcome the previously named condition and this new man would



take care of the protective work during the periods when the Rangers had to be away on other administrative work. There were certain conditions, however, under which the Ranger should remain at headquarters, but the plan was supposedly worked out so that the Ranger would get his other administrative work done. The results, however, were not as anticipated. The drought season became a little more acute, the fire danger greater, and still the Ranger stayed at headquarters with his Protective Assistant and did not get the other administrative work done during that period.

The organization was still broadened by putting in a Central Dispatcher, who, as the name implies, was to centralize the fire work around his office and be able to handle the situation in any one of the Ranger districts while the Ranger was away should a peakload occur. Plans were worked into this scheme so that the Central Dispatcher would have all of the information necessary toward handling a peakload in anyone of the districts right at his command. This was a trend from decentralization back to centralization on this one job. The effects were that through the centralized organization for fire control over the Forest, the Dispatcher was taking the responsibility of telling the Ranger when he should not leave his headquarters and when he should. This resulted in a further curtailment of other administrative work during the fire season, due to the interest of the Central Dispatcher to conduct his work efficiently, and with due credit to himself and the Forest. This seemed to be a case where centralization was too unwieldly to handle the work of the various Ranger districts and the power should be transferred back to the Rangers to decide, after getting all of the facts concerning weather conditions and so on, whether or not he should take a chance and leave his headquarters on other administrative work.

Going back to the first part of this question I would say that the Regional Forester would be far enough to carry the centralization scheme in regard to determining the policies for clearing along road right-of-ways. His office would be in a position to make the proper correlations between values and districts and would be in a better position to dictate the policy for the particular activity much better than a higher authority.

3. While this activity was called a Ranger experimental plot, the central authority had gone so far as to dictate just where, when, how and what should be done in regard to the planting of these trees. It would seem that it was a Ranger job only in name. It really should have been a decentralized plan in order that the man on the ground could determine where was the best place to put these trees. The fact that he exceeded his authority and instructions and placed these trees on another area aside from the one designated proves this fact.

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M. R. BRUCKART

COLUMBIA

VANCOUVER, WASH.

2. The Forester's office should formulate the general policy to be pursued

in land used adjoining Forest highways. The Regional Forester should, through his Chief of Lands, decide on the particular kind of use to be made of land adjoining each major highway in the region. The regional Forester does this very thing in the case of major recreation areas. The Supervisor should decide the details, basing his decisions upon local conditions. In cases of this kind the District Ranger makes practically no decisions, although he may act as an advisor to the Supervisor by furnishing him with facts to assist him in reaching decisions. In an organization the size of the Forest Service the home office is centralized to the extent that it formulates the policy for handling cases of this kind. The execution of the policy must be and is passed to the field. The Regional office has functional and staff officers who are specialists in recreation and other forms of land uses and with this specialized assistance, the Regional Forester is in a better position than the supervisor to decide upon the kind of land use to be permitted adjoining the major highways in the region. The Supervisor's function is to put the plan as drawn up by the Regional Forester into operation and decide the details, basing his decisions upon local conditions. On minor roads responsibility for making plans for land use should rest with the Supervisor. The district ranger makes no decisions in cases of this kind except those which may be necessary in carrying out instructions he receives from the supervisor.

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K. WOLFE

- FLATHEAD

KALISPELL, MONT.

2. The problem of the use to which National Forest land bordering highways is to be put is one which concerns all Forests. Its solution, in general, should be based on a broad but complete knowledge of past experiences, present conditions and probable future needs. Such a solution can be made only by those in possession of this knowledge—the Forester's office. But, once the general policy is established, the detailed application of it, together with the minor decisions necessary for this application should be passed down the line.

The Forester should determine a minimum distance within which no cutting of timber should be allowed, but after having made this decision and explained the basis for it, he should authorize the Regional Foresters to change this if in individual cases the circumstances justified deviation from the standard. The Regional Forester should in turn pass a part of their authorization on to the Supervisors who will then delegate to the Rangers.

Decision should be made by the lowest ranking authority who has the knowledge and ability to guarantee that all factors bearing on the decisions have been given the consideration they deserve. Rangers should be expected to make all decisions concerning their districts if they are capable and in possession of all the required information on which to base the decisions. If the decision affects other ranger districts to an extent which gives rise to a question as to whether the ranger really is in a position to give all points due consideration, then the Supervisor should make the decision. In like manner,



the Supervisor should make decisions which affect their Forests and Regional Foresters the decisions affecting their Regions.

The desire for uniformity may in some cases make it necessary to have decisions made by a higher authority than outlined in the foregoing. However, where uniformity is not only desirable but essential the policy outlined would cover the situation since no lower authority than the one who could guarantee uniformity would be able to take all factors into consideration.

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J. W. HUMPHREY

MANTI

EPHRAIM, UTAH

2. Road side beautification should be planned for all roads that have a chance to develop for through traffic or for recreational purposes, and my experience leads me to the conclusion that a general policy is perhaps advisable, although exceptions may be necessary. The broader vision and the wider experience of Regional and Washington officials may prevent irreparable damage to the scenic value, of a road if it were left to the judgment of the local rangers. Proper utilization of the forage for one year or for a number of years works no irreparable injury to the scenic value of a road. The removal of trees, however, may require a great many years before we cover up our mistakes along a road side where a short-sighted policy permitted too close cutting. Sometimes temporary utilization of forage or light cutting of timber may be worthwhile for the lesson it visualizes to a particular community. This is a question that I believe should be given careful thought, first by the ranger, next by the supervisor, and finally by a member of the Regional Office or perhaps a specialist from Washington.

3. Here conditions are perhaps just the reverse. Decentralization was actually practiced. The ranger was permitted to use his own judgment without disobeying the instructions sent out for the particular planting experiment. I recall as a ranger many years ago of an experimental broadcast seeding of yellow pine on an area at least 1000 feet in elevation, higher than yellow pine, which were indigenous to this locality, occurred. It was my opinion at the time that it was a waste of time and seed and this proved to be. However, it proved convincingly to the specialists who were in charge of the work that yellow pine could not survive at that elevation and that its absence on the area where the experiment was made was due to unfavorable weather conditions rather than because of the absence of yellow pine seed on this area. The summary in the paragraph immediately preceding the suggestions for discussion sums up the situation very well.

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J. E. RYAN

KANIKSU

NEWPORT, WASHINGTON

2. The form of use should be decided by a general policy issued by the Forester in order to insure uniformity of practice in all Regions. The rules regulating the cutting should be based on local conditions, since the decision should be based on the total situation which in this particular case is in a large

extent controlled by local conditions. The Rangers as territorial experts should decide the permissible limit of cuttings from local conditions, topography, in relation to road location, etc. In order to secure uniform adherence to the general policy within the respective regions, the local situation should be referred to the Regional Forester for final decision, if an important highway was involved in the proposed cutting. On roads of minor importance from the standpoint of travel, the Supervisor should make the decision which seems to coincide with one purpose of organization, namely, dividing the volume of work to facilitate a group of people working toward a common objective.

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WM. E. LOCKHART

LEWIS & CLARK

CHOTEAU, MONTANA

2. I believe the Forester should set a minimum standard of road-side width of strip to be left. The Regional Forester should have authority to increase this width upon the merits of the case. He should then either personally or through his Assistant Regional Foresters consult the Supervisor and the local Rangers, preferably on the ground, as to the width which should obtain not only on each road but on different sections of each road where conditions materially change. The final decision should rest with the Regional Forester upon the full presentation of facts after a thorough investigation by the Ranger, Supervisor and Asst. Regional Forester. This is a question which reaches far into the future and should not be too localized and neither the ranger or supervisor are qualified, by experience of breadth of view, ordinarily, to make such a decision nor is it one that need be made hurriedly.

3. If, as implied, the selection on the ridge was the better site for yellow pine than the one chosen and the object was to get the best available site and not to determine especially whether yellow pine would grow under the set of conditions prevailing on the chosen site, it would seem that the situation was not thoroughly studied in the first place. I do not, however, believe that the ranger should have been permitted to make the decision but his opinion should have been considered in arriving at a decision.

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WM. L. BARKER, JR.

DULUTH, MINN.

3. The Ranger's initiative, aggression, investigative curiosity or whatever would receive nothing but applause from me *if* it did not interfere with the carefully planned experiment for which he had definite instructions. You do not say in the problem that he was instructed to plant *all* the trees sent him on the designated plot. Personally (I believe that is the way you wanted this discussed) I'd say "More power to him", for doing a little *wondering*, a little thinking, "on his own hook". My thought is that any bone head can follow blindly a complete and carefully worded set of instructions, but that judgment is required to know when *not* to follow instructions and courage is required to break from instructions. Generally the tendency is to reprove a person more for a mistake caused by not following instructions than for a mistake caused



by following them.

The Ranger has to know his Supervisor. With one type he would have put more jewels in his own crown by "phoning in for permission to try out the other ridge. Others encourage the Rangers to stand on their own feet whenever possible and prefer to have them make decisions (and mistakes, if necessary), to learn to think and decide correctly.

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ALEXANDER McQUEEN

HUMBOLDT

ELKO, NEVADA

3. The experimental planting for which the ranger received full instructions could not have been properly a rangers experimental plot, for the reason that they allowed no authority for carrying on the work. The plot selected by the ranger was truly a ranger's experimental plot. The fact that this plantation proved to be successful is immaterial excepting that it can be used as an example of why local work should be left to the judgment of local men, for the reason that often they know of facts that will contribute to the success of the work that are not in the possession of officers situated at a greater distance. The fact that the experimental plot for which the ranger secured detailed instructions was a failure is not material excepting that it bears out that men on the ground often are either in possession of fuller information regarding the conditions under which the work is to be handled that will contribute to success than officers not so favorably situated or have the advantage of information of a local nature that really is important but could not be readily and conveniently secured by one not on the job.

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JOHN W. LOWELL

BITTERROOT

HAMILTON, MONT.

3. The trouble in the case you cite was that while the ranger was probably not specifically trained in scientific planting, he knew local conditions. While the staff trained for that purpose should prepare the plan, it should have been submitted to local authority for review and suggestions, unless prepared with his collaboration. While such a case as this is not an argument either for or against decentralization, it does illustrate the need of correlation of local knowledge with scientific principles. It is applicable to the lesson inasmuch as it shows that complete centralization or complete decentralization are neither one practical.

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R. E. CLARK

RIO GRANDE

MONTE VISTA, COLO.

Granted that the functional properties of decentralization can be applied profitably to the Forest Service organization, the point in question seems to be: just how far is it possible to apply decentralization without disastrous results, without reaching a stage wherein each Region will become an independent satellite revolving about the central organization but with no direct connection therewith.

The lesson states: "There is a degree of centralization that will give best results." Conversely, this implies: there is a definite limit of safety beyond which decentralization should not be applied. This sounds pretty much like the old advice of "Give the colt its head, but don't forget to keep a tight grip on the lines".

Harking back to the lessons on Executive Management, we find that: "An organization exists for a definite purpose—to attain an objective." This precept constitutes a most admirable principle—as positive as the magnetic pole—around which any organization may be built without fear of crumbling, even though the most intricate and fanciful structural designs be employed. Call them "staff", "line", "gang", or "team", or whatnot, it is apparent that practically everything will come out as originally predicted, providing a true course toward the objective is maintained at all times.

'Tis true that we have objectives, possibly too many. A large volume of objectives, however, is not in itself an unhealthy condition, providing each has been formulated by the process of logical disintegration and the fulfillment of each will add materially to the realization of the central and governing ideal. Will our innumerable objectives stand this suggested test? Will the fulfillment of each and every one, from the Ranger's on up, contribute directly and positively to the controlling objectives, those set up by the central organization? If not, then it is my opinion that we have gone too far in the matter of decentralization.

If accomplishments—actual results—indicate the nature of the so-called contributing objectives, there is plenty of evidence to substantiate the contention that there are all too many instances wherein our separate administrative organizations are pretty much inclined to function as independent satellites. Witness: the wide deviations in the character of road and trail signs between Regions; one Region painting its roofs green, while another paints them red; one Region emphasizing the need for cooperative fire organizations, while another brands the idea as "bunk". These are simple things, to be sure, but, nevertheless, they are indicators as to which way the wind is blowing. Each Region is doing its damndest to produce effective results, to outstrip its competitor. A fine spirit, to be sure, and we are mighty proud of it, but in their zest I'm wondering if there are not too many instances where they have gone off on a tangent and are still following it and thereby have divorced themselves from the major or controlling objective.

This naturally develops the question: What is the major or controlling objective—the purpose for which our organization exists? Seriously now, will the answer be the same from any hundred men selected at random from the Service but representing all ranks? I doubt it. Of the many that have been set up and circulated, which one has been so designated as to make it stand out unqualifiedly as the major objective? Emerson says that there are three kinds of objectives: "Major", "Minor", and "Lateral". In my opinion, we



have thus far dealt with only the minor and lateral, or those which serve only to contribute to the major—the ultimate condition that should prevail universally throughout the entire Forest Service.

As a lead to a major or controlling objective, I wish to quote a statement made by the Forester last summer, during his visit to the Rio Grande. As I recall it, he said in substance: “All of our actions must be so directed as to place and retain the National Forests in a position where they will present a type of individuality that will be preeminently distinctive at all times; they must stand out by themselves; conditions must exemplify our standards to a point where they will become traditional—a National Forest will be recognized as such the minute its boundary is crossed.” I have thought a lot about this statement during the last few months, and, the more I think about it, the more I am convinced that it contains all of the basic data required to compile a major objective.

Suppose we did have a major objective similar in substance to the above quotation. It is a mighty big order, but it is readily comprehensible and practicable of attainment. It would put definite character into our work. However, to fulfill completely the characteristic—distinctive individuality—would require more and closer adherence to uniformity than now exists. There would be no room for different colored roofs; signs would be of the same design and color; areas reserved for road-side beautification would not be three hundred feet in one Region and fifty in another. This may sound like another vote for standard of performance. It is. Is it not clearly obvious that “distinctive individuality” could never be attained if each Forest and Region is allowed to go ahead indefinitely in accord with its own ideas? Adverse factors will creep in occasionally; “different” conditions will require slight modifications. But, is there any reason why standard fire tools for Region Two should be cached in a box of different color and design than the standard outfit for Region Six? What conditions are so outstandingly different between Region Two and Five as to necessitate an entirely different type of improvements on their respective camp-grounds? What reaction does the present conglomeration have upon the public; is it able to formulate a definite conclusion as to what the Forest Service stands for?

In conclusion, is there anything in the above that would tend to indicate the extent or degree to which the principles of decentralization may be applied with safety in our organization? Possibly not. To me, as a layman, however, it indicates that the delegation of authority should be limited to the doing of only those things which detailed analysis has proven to be factors which will contribute to the attainment of the major objective. Will this cramp your style? I think not; it is decidedly more difficult to get a job done in accord with prescribed specifications than otherwise. Will it destroy initiative? No, there will be a lot of water go under the bridge before our methods are perfected; the colt will still “have his head”, but there will always be some one

with the other ends of the lines wrapped firmly around his wrists.

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P. KEPLINGER

WASHINGTON, D. C.

3. My reaction to the case given in No. 3 was somewhat different from that expressed by most of you. The thing that interested me most was the reaction of the ranger. Of course, as many of you say, we need to know more about the objective of the planting. If its purpose was to find out something about yellow pine, the attempt was a failure because one factor (the ranger) was out of control. The conclusion that the site is unsuited to the species is unwarranted. Not enough is known about the handling of the plants. The only conclusion warranted, it seems to me, would be something regarding the perversity of ranger nature, and for that, was the experiment necessary.

The ranger, I believe, followed instructions in a literal but uninterested manner. The few plants he held out were never missed. His work was never criticised. It was just wasted. Why? You say insubordination. The ranger failed. But did not his boss too fail? The ranger was the medium for his use in getting results and he failed to get them, or at least to know what he got.

If the objective was to interest the ranger in planting, it worked but not in the way intended. There was no interest in the official plot. The interest aroused was probably lost because the ranger kept that pretty much to himself. As to the physical results, there is no record. The ranger is gone. Some day some forest officer will find a small group of yellow pine on the point of a ridge outside their natural range and will write an article for the Journal advancing his theory as to how they got there.

From that statement do not draw the conclusion that I would advocate research work by untrained rangers without plan or instruction. You cannot get reliable results that way. Research work should be done by research men with every possible factor known and controlled. However, another type of experimental work for another purpose is discussed by Rorty in the supplemental reading for Lesson 8. This I do believe in. But perhaps even his method would have been too formal for some of our old-time rangers, but the thing he has in mind has a vital place in any organization. If it is not definitely provided for, the Organization looses just as ours did in this case.

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# ORGANIZATION

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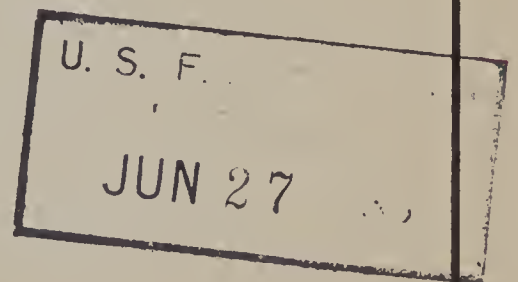
PRINCIPLES AND TRENDS

BY

FOREST OFFICERS, U. S. FOREST SERVICE

SEVENTH LESSON

March 11, 1931



Discussions of this lesson should reach  
Washington not later than April 2, 1931

# ORGANIZATION

## LESSON 7

### TRENDS

There have been for a number of years, but particularly during the last decade, some very pronounced changes in industry throughout the world. Since the United States is the leading industrial country, these changes or tendencies have probably been most marked in this country. What they have been here, has just been covered by a report of the President's Commission on "Recent Economic Changes". These tendencies toward change in the industries themselves have, I think, been responsible for or reflected in the changes or tendencies in organization plans. Yet all these changes while seeming to be distinct are closely interwoven and are probably just different surface manifestations of one big movement.

First, and possibly, indirectly at least, the most important is size. Organizations of all kinds everywhere are increasing in size. This is shown by the number of mergers, chain stores of various kinds as well as by the natural growth of well managed concerns dealing in basic commodities. There has been much sentiment against very large organizations and many Governmental attempts at control and limitation, but all of these have more or less failed. There is probably some optimum size for each industry that we will have to find through trial-and-error. Large size if not directly responsible is at least closely associated with all other changes.

Second, is the development of management as a science, or at least the use of the scientific method in the study of management problems. While this is not universal even with big business, there is a decided trend in that direction.

Third, is a change in objectives due no doubt to a change in ownership. Formerly business was owner-managed for purely owner objectives. As non-ownership management developed, business began to accept more and more its social obligations and to recognize these in its policies. A progressive business no longer works for profits alone.

Next and closely associated with the last is industries' attitude toward employees. Not so long ago labor was treated as a commodity. It was purchased at so much per unit of measure and there the responsibility of the purchaser ended. Now industry is beginning to recognize the humanness of labor, studying its human reactions and responses and trying to learn how to treat laborers as human beings. This tendency is beginning to express itself through an "industrial relations" movement.

The fifth important change it seems to me is the big industrial swing toward training, with its recognition that most employees want to do a good job, but that each must learn how before he can be expected to do so and that it



is a responsibility of management to teach him. This has resulted in many developments in industrial teaching technique and a clearer recognition of the difference in function between school and business in their teaching obligations.

All of these changes in business have been or are being reflected in business organization. All are closely associated and interwoven until it is impossible to see one without the others or say that one exists and another not or that one is cause and the other effect. Possibly non-ownership management is closely associated if not the leading factor in the entire movement. That thought should at least be interesting to us.

Ownership management naturally tends toward centralization. Since the plant belongs to him, the manager keeps authority in his own hands; since he is responsible to no one, he does things as he likes and does not always justify or back up his decisions with facts. The employee manager, on the other hand, must be able to give a reason for his decisions. To be able to do this he collected, assembled and analysed the facts bearing on the case; that is, in studying his business problems he has adopted the scientific method, and has required his executives to do the same. But this search for data, this study and analysis, delays action and interferes with plans. To keep the work moving required more help, but if the increased personnel were given authority it increased the difficulties in coordination and in the prevention of overlapping authority and conflicting actions. The only alternative was to separate action from study and let one man push the work while his assistants furnished him with the information on which to base his decisions. At first the tendency was toward increasing the number of men with authority to act, and dividing their authority along functional lines. Now we are told that the tendency is decidedly toward line and staff with clear-cut distinctions between the work of each.

Just where do we come in? Are we in the first or second phase? It seems to me that there is a slight tendency toward separating staff from line. But your discussions of case three, lesson one, indicate that even the supervisor, the chief line officer on the Forest, should do considerable staff work and your charts all gave his staff a great deal of line authority. Possibly we are actually going the other way. And further, possibly that is best organization for our job.

Not only must the manager be able to justify his major decisions, he must also justify his organization, his equipment and his methods. How many men are needed? Is the work properly divided between departments? With a different line-up could not one fewer men handle the job? Is this the best method? How do you know? Would not cheaper equipment do? Could not fewer bosses control? Are there not cheaper methods of supervision? The necessity for answers to these and similar questions resulted in job and position analysis from laborer to manager. The analysis resulted in a more scien-

tific classification of activities, and the standardization of methods and practices.

The better classification and standardization of activities has enabled the manager to fix more definitely the responsibility which he delegates. In addition, as the organization grows, this definiteness enables him to delegate larger and larger responsibilities without losing control or getting out of touch with any line of activity.

Large size, particularly the spread over large area, tends to multiply problems, increase outside contacts and influences, and thereby the demands on the managers time. This forces him to reduce the number of time consuming contacts within the organization, and the fact that the work has been studied, analysed and systematized, together with the fact that delegated responsibilities are definite, enables him to do this.

While industrial units were small, the relationships between members were close and personalities were considered as a matter of course. As organizations grew, contacts became less personal, in fact, quite impersonal. Men were not considered as men but merely as representing time units of work. For some reason, possibly as a part of the general movement toward more careful study of the factors contributing to success, this attitude has changed. At any rate we are now in the midst of a big swing toward the study of men as men—what their reactions are, under what conditions they work best, et cetera. For example, studies are being made of the effect of light, sound, order, color, etc., on work ability. If a girl will do better work with a red typewriter, why not let her have one?

Probably the factor that has received most attention is the problem of integrating the natural human desire for individuality and self expression with the needs of a large organization for standard methods of procedure. This is an old question with us that is still a live one.

This general recognition and study of men has been responsible for several of the trends given in the supplemental reading. For one thing it has resulted in a very decided trend toward "incentives" other than a direct salary. A bonus to labor for work above standard has been advocated for a long time but only recently has it been applied to executives. A bonus to executives for work above standard could be paid only after the standard was set and the method of measuring it agreed upon. Neither standard or measurement was possible until the job had been carefully analysed and studied, until its elements were understood, it was standardized where possible and its variable elements recognized. This, then is just another result of the application of studies methods to management problems.

Another very decided trend previously mentioned is that toward training. What this means in organization is that the need be recognized and provision made for it in budgets and the allotment of activities. For example, the report of the Regional Foresters' Conference, page 90, recommends the creation of



man-and-a-half size districts for training purposes. This is a specific organization recognition of training.

As to the nineteen specific trends discussed in the first section of the supplemental reading, the first five do not seem to apply to a Government Department. Considering the remaining fourteen, it seems to me that trends in our own organization are closely comparable to the recognized trends in industrial organizations. Recent studies including job analysis, is enabling us to classify some activities on a more scientific basis. The same studies are enabling us to define more definitely some responsibilities and as a result their assignment is more definite and the check-up on results more definite. We always have been leaders in the recognition of the personal element so I am not sure that there is any trend in that direction. We still do it. In the establishment of incentives, we are handicapped in that we cannot use the financial incentive, but we have given consideration to other forms and possibly are making progress. With our improved standards and more definite plans we are in a better position to use incentives than ever before.

As said in a previous lesson, our tendency is just the reverse of number ten. Neither am I sure that there is any tendency toward separating line and staff responsibility as stated in trend number twelve. These two line and staff seem to go pretty much together with us and the feeling seems to be pretty general that they should go together. The fact that others have found it desirable to separate them does not prove that it is so for us. Neither am I sure about nineteen. However, if there is any tendency in that direction the continuation of job analysis to the Supervisors' and the Regional Offices will no doubt discover and check it.

## SUGGESTIONS FOR DISCUSSION

1. What are some of our outstanding trends, particularly on the Forests? For example, I have heard it claimed that the tendency is to increase the number of functional executives in the Supervisors office; that these men are robbing the ranger position of administrative authority and thus making the ranger position less attractive. On the other hand, I have heard it claimed that both the requirements and the opportunities of the ranger position are increasing, that the ranger is the real manager of an operating unit and that the relationship of the specialist to the ranger is largely "advisory and informational"; that the relatively new term "ranger caliber work" proves a step-up in the ranger position. Which is right or is either? We certainly are not standing still. What are the "indicators" as to where we are going? And how does it, or will it affect organization?

2. Does a comparison of the report of the Washington Conference in 1930, with the report of the Denver Conference in 1925 indicate trends? And if so, what?

3. What about other trends? Is there a trend toward "losing esprit de

corps in the name of promoting efficiency", "destroying initiative", "paper work", "losing sight of our main objectives" or any one of a dozen other things we talk about at times, and if so do any of them affect our organization plan?



## SUPPLEMENTAL READING

### LESSON 7

(From *"Theories and Types of Organization"*,

by Thomas R. Jones.)

#### TRENDS IN ORGANIZATION.

My qualifications for a discussion of the trends of organization are not all that might be desired. Mr. J. O. McKinsey has had opportunity to make studies of organizations in a wide variety of businesses and presented before the American Management Association in 1925 a paper entitled, "Sixteen Trends in Management Organization." As my impressions agree in general with those of Mr. McKinsey's and as his bear the weight of greater authority because of the combination of keen analytical ability and opportunity, I make my bow to superior knowledge and refer you to this very excellent pamphlet. It might not be amiss, however, for me to discuss from the standpoint of my observation some of the things which Mr. McKinsey has set forth.

Mr. McKinsey's sixteen trends are as follows:

1. The recent tendency to select those who purchased the stock of a corporation.
  - a. The sales to employees for the purpose of furthering the interest of the employees in the operations of the company and for the purpose of giving the employee an incentive to stay.
  - b. The sale of stock to customers in order to maintain customer interest and to induce the customer to continue to trade with the company.

I am not in a position to discuss this trend. However, I do feel that since the writing of this paper in 1925 there has been a third trend in this connection; namely, that of getting 49 per cent of the stock on the market and letting anyone buy it who has the money to buy on the basis of capitalized earnings.

2. The selection as members of the board of directors of men who are not executives of the company which the board represents. By obtaining men in different lines of activities to serve on the board it is possible to obtain diversity of opinion concerning the policies and plans of the business.
3. The appointment of committees on the board of directors which study carefully problems brought to the board of directors and report back



to the board with recommendations on these problems.

I cannot pass the second and third trends without commenting. It is certainly a step in the right direction when the board of directors becomes something more than mechanisms for voting dividends. Lucky is the managerial head of an organization who has, as his advisors, experts who are able to give time and thought to the specific problems of the business and render opinions from divergent viewpoints. However, in this type of a board of directors I think there is a serious danger. If the members of a board such as this take the time and trouble to go deeply into the problem and meet often enough to thoroughly discuss and advise in regard to them, the board is apt to take a directing attitude in detail toward the operating organization of the business, thereby taking from the operating executives prerogatives rightly theirs. A board of directors is rightfully an administrative body. The danger lies in that in the concentration on details it will automatically tend to become an executive body..

4. The tendency to have a chairman of the board of directors and also a president of the company.

Of course, there are two reasons for this trend. The first is to provide a convenient means of promoting the former president of the organization into a position where he will be harmless. The second is to secure recognition of the differences between the administrative and executive function. A separation of these two functions with the chairman of the board in charge of the development of the policy and the president of the company in charge of operating is advantageous where the size of the company warrants.

5. The selection of a different type of executive for the chief executive of the company. There is an increasing tendency to see that the chief executive's job is largely one of analyzing and studying problems and that therefore we do not necessarily need the dynamic individual we have been accustomed to choose as the chief executive, nor the high pressure salesman who has won his promotion because of his personality and forceful method, but rather a man who can really study and analyze the problems of the business.

This tendency is the logical outcome of the increased size of business, the diversification of ownership and the scientific viewpoint from which business problems are being approached today.

6. The tendency to delegate large responsibility and authority to subordinates.
7. The fixing of more definite responsibility on all members of the organization.
8. Classifying activities on a more scientific basis.

I know trends six, seven and eight are definitely forming themselves in our outstanding examples of effective organization. I hope that they are

trends which will become general.

9. A tendency to recognize the importance of the functions of the comptroller and of the personnel manager.

I am not prepared to concede this as a distinct trend, as I think it is merely a result of trends six, seven and eight. It is my feeling that there is some tendency toward overemphasis of the functions of the comptroller and of the personnel manager.

10. A tendency to reduce the number of subordinate executives reporting to each major executive.

11. A recognition of distinction between line and functional control.

I do not agree with Mr. McKinsey that there is any definite recognition or distinction between line and functional control, although there is undoubtedly, of necessity, a much stronger leaning toward functional division of activity. Please bear in mind my previous distinctions between functional division and functional control, and remember that functional division with line control are not incompatible. Please also remember that there are thousands of instances of functionalized control in industry today, although I feel there would be less functional control if there were a true recognition of the distinction between line and functional control.

Of course, what Mr. McKinsey means by control I feel is no control at all. He says, for example, "The comptroller's authority is very largely functional. He may work out the procedure or method for the performance of an activity and have no authority for the performance of that activity." I maintain that this is not control and that the comptroller in this instance works in purely a staff manner. The control comes from the line organization which puts into effect the comptroller's recommendations.

12. A distinction between line and staff control.

I again disagree with the terminology and would like to suggest that what Mr. McKinsey means is the distinction between line control and line control with staff advice.

13. The establishment of a means of securing coordination of the activities of the various divisions or departments of a business. Methods cited for securing coordination are those of committees, the budget, and various mechanisms coordinating with the operations of divergent units in the organization.
14. The recognition of the personal element in the establishment of an organization.
15. The establishment of incentives to encourage efficiency.
16. The employment of the educational method in the establishment of an organization.

I believe that there are three trends which may be added to those given by



Mr. McKinsey.

17. The first is that of a definite trend toward the fixing on one person, especially in operating organizations, the full responsibility for a given job. I feel that this trend has definitely taken shape within the last few years and is a return swing of the pendulum from over emphasis on functional organization.
18. The second trend arises from this first and is that of the training of executives and the training of young men to become executives. That this trend is definitely in motion is beyond doubt because of the wide interest displayed in all directions. The preponderance of effort has so far been placed on the training of the foreman.
19. The third trend is one which must be stopped and reversed and is that of over-organization. I have said so much about this in other parts of my paper that it will be unnecessary for me to discuss it here.

## ORGANIZATION METHOD

I am asked to tell you to what extent certain specialized activities\* should be turned over to specialized departments. Too many factors are involved to specify a place for each of these activities in all cases.

Suppose, however, that we have an old manufacturing business to reorganize, or a new one to organize. We should first examine conditions carefully to determine whether the product can be economically divided into distinct lines and whether the volume of product and flow of sales are such as to permit such a division. We should then determine whether sales are sufficiently localized and transportation problems such as to indicate the desirability of division of product geographically, or the processes sufficiently distinct to warrant major divisions by process.

Having determined these we must then apply our principle of objectives and definitely determine the major and minor objectives of each unit of the business and from these objectives determine those of the organization. There will be one main objective. Possibly the sale of some group of articles, the detection of crime, the collection of past due accounts, or what not. In our assumed case it is production. Whatever it is, the backbone of the organization must be built around the main objective. This main objective must always be kept in view and the personnel trained to the realization that all functions other than those directly concerned with the accomplishment of this main objective are subsidiary and for the purpose of facilitation.

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\*Personnel work; accounting; cost reduction; maintenance; repair; production control; inventory control; budgeting; job standardization; tool engineering; traffic; salvage and by-products; plant transportation; safety; plant protection; purchasing; engineering; research and development; inspection; power; rate-setting."

The next thing to be decided is: How far do we want to centralize authority and responsibility? If we say that we want to centralize responsibility and authority completely, then we will probably functionalize to the limit and may heaven rest our weary heads thereafter.

But suppose that our judgment runs otherwise and we decide that we want the maximum of simplicity, flexibility and action and that we want to put into the hands of the man doing the work all of the authority and responsibility economically possible. Then our questions as to whether we want to have a specialized department to carry on some specialized activity will be always accompanied by two other questions:

1. Can a specialist get the better results?
2. Will the removal of this function from the backbone organization in any way lessen the control of the executives in charge of it?

And the extent to which we can economically remove functions will be governed by the size of the business; the complexity of the product and of the processing; and the abilities of the personnel available.

Suppose that our organization is of large size. We must then remove from the backbone or production organization every function which can be separated without affecting control so that this organization may concentrate on its main objective.

Engineering; research and development; financial accounting; traffic; salvage; and by-products immediately suggest themselves as in this class and are susceptible to development in specialized departments.

Certain other functions may be necessary to control but may be handled in a specialized department so that control need not be affected. Cost keeping operating statistics; and budgeting are matters for specialists, but all records and findings of these specialists must be automatically and promptly available for the use of the backbone organization.

Personnel work also comes in this class. The personnel department should be in constant touch with new personnel material, should interview and investigate applicants, keep records of progress of accomplishment of each individual; all for the sole purpose of removing detail from and facilitating the work of the operating organization and furnishing it with intelligent and intelligible information on which it may act. In large organizations the personnel department must, of course, serve as intermediary for the unification of personnel policies.

Having gone this far we have removed from the operating division about all that we can without affecting its control. This does not mean that it would not be very advisable to place in the hands of specialized departments within the operating organization certain specialized functions. Size is a principle factor here.



Consider transportation, for example. If we have only two operating departments and the foreman of each of these departments has a laborer who can do trucking, it would be expensive to have a specialized department for plant transportation. But, suppose there are fifteen departments. The confusion of fifteen foremen sending fifteen truckers all over the place would certainly make a specialized plant transportation department advisable.

On the basis of the principle of responsibility, production control should certainly be under the operating organization. If it is economically and practicably possible, the production control organization and the production organization should be indetical. Production control, properly handled, automatically means control of raw and process inventories. Control of finished stock inventory is, of course, within the province of the sales or administrative branches of the business.

Other functions may be allocated to departments on the same lines of reasoning as have been given above.

You will realize that what I am advocating is decentralization insofar as it is economically practicable. It is neither practicable or desirable to eliminate all divisions by function. Indeed, functional division is desirable wherever it can be accomplished without interference with line control. In advocating decentralization I am doing so with realization that it places on the management a heavy burden of education.

## CONCLUSION

"At present our science of management is in the most infantile stage. The practice of management is accordingly a matter of habit and chance. The true spirit of management is almost equally undeveloped. Our ideals are confused, our human attitude is guided by no fundamental belief in the purpose of industry." (Oliver Sheldon—"The Philosophy of Management.")

We are yet in a period of transition in management. Whole industries have yet to feel the touch of modern methods. We who are interested in management can only hope that sufficient research and thought will have advanced to the status of an art with recognized basic principles on a scientific foundation.

In many minds there is this line of reasoning; "You say that the science of management is an immature thing, that managerial methods are matters of habit and chance. You have outlined certain principles, but you say they are not generally used. If what you say is true, how do you account for the vast majority of successes in modern business?"

First, as to the majority of successes, the premises on which such a question is based reminds me of the Jew who said to his friend, "Did you hear about Abie Cohen? He won thirty thousand dollars on the Stock Exchange." "Yah, I heard it, but it wasn't Abie Cohen, it was Maurice Einstein; and it wasn't thirty thousand it was three thousand; and he didn't make, he lost it."

The facts are that statistics of business failures will show that out of every ten businesses started, something like nine fail, and I believe that, of all the failures, at least 80 per cent are due to poor management of some form.

As to those who do succeed, Frederick W. Taylor answered the question once and for all. He said, "In order to succeed it is not necessary to be any better than your competitors." \* \* \*

*(From an European Appraisal of "Recent Economic Changes"*

*by L. F. Urwick, Director International Management Institute,  
Geneva, Switzerland.)*

The first interest, therefore, of the report of the President's Conference Committee to Europeans is the fact that it shows, without the shadow of a doubt, that America has been engaged in rationalizing her industry, in the full sense of that term, more rapidly and more completely than almost any other nation. Moreover the views of her leading statesmen and business leaders as revealed by the actual report of the President's Conference Committee show that they are entirely in sympathy with the ideas which inspired those in other countries who are working for rationalization. To quote one arresting bit from the report: "Research and study, the orderly classification of knowledge joined to increasing skill, well may make complete control of the economic problem a possibility. The problems are many and difficult but the degree of progress in recent years inspires us with high hopes." Those who have been working for rationalization in Europe are sometimes accused of being theorists. Here we have the mature conclusions of a group of the most responsible intellectual leaders of the greatest business nation in the world, conclusions based on a wealth of national statistics such as have never previously been brought together. They express precisely the underlying thought which inspired the rationalization resolutions of the World Economic Conference of 1927—"Complete social control of the economic processes as an end; the use of the intellectual methods and standards of science as a means; these are the basic conceptions of rationalization."

This then, is the primary value of this survey to Europe, that it demonstrates beyond any possibility of argument, that those who have been the architects of American prosperity have themselves worked in the very spirit which the adherents of rationalization are trying to introduce into the economy of the European countries. Of the general value of such a survey to the government and industry of any country as an aid to the determination of public and business policies, there can be no question.

It is impossible for anyone who reads the statistics contained in this survey objectively to doubt for a moment that, whatever the special circumstances in American economic conditions, there are elements in her business life, of initiative, of appreciation of scientific method, of bold experiment in new



forms of collaboration between government and industry, which have undoubtedly contributed vitally to her rising level of material well-being. \* \* \*

It is of course clear that many of the elements which entered into the total situation were not consciously adopted as a policy for the business men of the United States as a whole. The doctrine of high wages is a case in point, but there is equally no question that in the light of the survey it is impossible to call prosperity a matter of pure luck.

It is much to be hoped that statesmen and business leaders in other countries will read "Recent Economic Changes in the United States" from cover to cover and will make a serious effort to apply the lessons which it contains to their own economic situation. The economic instability of Europe is having its effect not only within the countries of Europe but on the world in general. The concluding chapter of the survey contains quotations after quotations showing how America herself is suffering from the economic instability of Europe. A splendid isolation is the line magnificent. It cannot exist in the modern economic world. \* \* \*

*(From comments on the Report on "Recent Economic Changes",  
by Oliver Sheldon.)*

Speaking for myself, I have read with special interest the sections of the main committee's report on "Optional Consumption," "Consumption and Leisure" and "Economic Balance"; the reports on the "Changing Structure of Industry," "Marketing" and "Labor," and of course, the exceedingly able Chapter VII on "Management." The last strikes me as by far the most sober and judicious review of the present position of management technique that I have read. Unlike a good deal of published material, it makes no extravagant claims as to what has been achieved. It admits, for instance, that "organization charts are maintained by relatively few companies, and fewer still keep them up to date," whereas a stranger might imagine from much that he could read that organization charts were one of the primary adjuncts of American industrial success. Similarly, one is told that "selection for promotion rests as yet almost wholly upon the general judgment of results," whereas much published literature—valuable enough in itself—might lead one to think that scientific schemes of "rating" were indispensable to the present standard of American efficiency. The report on management, in fact, states soberly and impartially the present position, whilst indicating the directions in which pioneering minds are moving, without claiming in any degree that the work of the pioneer has as yet received general acceptance. It is, in my view, an admirable statement.

A singularly interesting train of thought will, I think, be set up in the minds of many by the emphasis laid by the committee on the subject of "the principle of equilibrium," applied in every economic relation. It is, I am convinced, a fundamental principle, applicable not only to the whole economic

structure of a country, but equally to the structure, efficiency and trading activities of the individual business. Equilibrium, for instance, is a vital principle in building the structure of an organization—the preservation of balance between functions, the relationship of facilitative functions to executive functions of research to production, of administration to management. \* \* \*

We are facing the first stages of a new era of industrial structure; the facts presented in this report give a foretaste of it, and subsequent facts in 1929 continue to bear it out. If the past twenty years have deserved the title of the “era of large-scale industry,” the next fifty years will, I am convinced merit the title of the “era of industrial combination.” It is, of course, no task of the committee responsible for these reports to essay flights into prophecy, but those of us who read are inevitably driven to a probing of the future, and I can foresee that the problems consequent upon the new era of combination in industry will be new problems of management, organization, labor or accountancy; they will be vast social problems; and once again the “principle of equilibrium” will have to be invoked and respected if this new era is to win through to success. \* \* \*

On the report on the subject of “Management” I have already commented; and I repeat that it is wholly admirable. There is much in this review of the present position of management to engender speculation and thought as to the immediate future, and many hints dropped as to the subjects which should engage our thoughts and plans. Our attention, for example, is directly drawn to the problems of the organization structure, apart from the financial structure, of the mergers referred to above. We are invited again to consider the position, duties and qualities of the chief executive—a problem to be reviewed again in the light of the great merger development ahead of us. The problems of executive promotion are also thrown into the limelight; as also “the planning of sales effort,” the technique of budgeting and the subject of forecasting—an allied group of subjects. The problems of labor management in the future leap to one’s mind as hints are dropped here and there in the reports on unemployment, technical skill, selection and joint relations. The whole review of marketing management is a series of challenges to our thinking for tomorrow. And, finally, the concluding words of the “Summary” deserve full repetition. “During the last generation we have many times found that it pays to get men of better than average intelligence as operators of intricate machines, and to institute careful methods of training for them. We are seeing now more and more clearly that management—the continuous adjustment and steering of our business machinery—demands also its special intelligence and its careful and continuing training.”

(From “*Industrial and General Administration*”, by  
Henri Fayol.)

## PLANNING.

The maxim “managing is foreseeing” gives us an idea of the importance



which is attached to foresight in the business world, and it is true that, if foresight is not the whole of management, it is at least an essential part of it. To foresee, as the word is used here, means both to foretell the future and to prepare for it; it includes, in fact, the idea of action, and can best be expressed as "planning."

Planning makes its appearance at many times and in many different guises but its special sign and most effective instrument is the plan of operations. This contains the object in view, the line of action to be followed, the various stages on the way, and the means to be used; it is a sort of picture of the future, in which events which are near at hand are represented quite distinctly, while more distant ones are shown in less detail; it represents the progress of the undertaking as foreseen and planned for a certain period. \* \* \*

The guiding influence of plans of operation must be continuous, although the limitations of human foresight restrict the length of time for which we can make them, so, in order to avoid an interruption in this guiding influence, the plans must succeed one another without any interval. In big undertakings, an annual plan is an almost universal custom, while other plans, of longer or shorter duration, always in close agreement with the annual one, function at the same time. A plan must also be sufficiently flexible to accommodate itself to any changes, which force of circumstances, or any other cause, make it advisable to carry out. Conditions may make us alter it after we have drawn it up just as they do before we have completed it. \* \* \*

Fifty years ago, when I was managing a colliery, I began to use this system of forecasts, and I found it so useful that since then I have never hesitated to apply it to the various businesses with whose management I have been entrusted. I regard it as a valuable instrument of management, and I have no hesitation in recommending its use to those who have nothing better at their command.

It has, of course, some drawbacks, but these are nothing compared with the advantages which it offers. Let us briefly consider these advantages and disadvantages.

(a) The study of resources, future possibilities, and the means to be used in attaining the objective, calls for the help of all departmental managers, each in his own sphere, and each man brings to this survey the benefit of his experience, as well as realising what his responsibility will be when the plan is carried out. These are excellent conditions for ensuring that no expedient is neglected, that future possibilities are estimated boldly but prudently, and that the means are well adapted to the end. Knowing its own power and its precise objectives, the concern assumes a firm step; it tackles daily problems with confidence, and is ready to range all its forces against any surprises and accidents which may occur.

(b) Drawing up the annual plan is always a difficult operation, and it is

particularly long and laborious when it is being done for the first time, but each succeeding year brings some simplification, and, once the plan has become a habit, the trouble and difficulties are greatly reduced. On the other hand, each year it becomes more interesting. The actual carrying out of the plan, the inevitable comparison between forecasts and results, the discovery of mistakes and successes, and the endeavour to find out how to repeat the latter and avoid the former, all make the new plan a piece of work of ever increasing interest and usefulness.

Drawing up the plan also increases the value of the staff and soon makes it much more efficient. This, of course, is not solely the result of practising forecasting, but these things go together; for we rarely find a well-thought out plan without sound practice in organisation, command, co-ordination, and control. This one element of administration which we are considering has an influence on all the others.

(c) Businesses which have no plans are in constant danger of losing continuity in operation and making untimely changes of policy; the slightest contrary wind will turn aside a boat which is not ready to resist it. In a sudden emergency, a serious, but passing difficulty may cause a change of policy which would afterwards be regretted; but a plan which has been carefully studied during a calm period, enables one to preserve a clear view of the future and concentrate on the danger of the moment all one's intellectual and physical faculties.

It is at times of difficulty that a plan is particularly necessary. The best of plans cannot foresee every contingency which may arise, but it makes some allowance for emergencies and provides one with suitable weapons to deal with them. A plan does not only protect an undertaking against the troublesome changes of policy which sudden emergencies may produce, but also against those which are sometimes caused simply by the vacillations of those in charge; it also prevents slight deviations, imperceptible at first, which would end by turning the concern away from its objective. \* \* \*

It is obvious that the most carefully studied plan will never be exactly carried out—forecasts are not prophecies; their object is to reduce the influence of the unexpected. \* \* \*

A timid manager is tempted to abolish the plan or reduce it to insignificance in order to avoid a loophole for criticism, but this is a bad move, even from a selfish point of view. \* \* \*

*(From "Budgeting from the Medium Sized Business" by Frank L. Sweetser, American Management Association.)*

I have learned in all my dealings in business and in life that it pays to put first things first. The first and most important consideration in all our affairs is our human relations. If these are right, everything else will be all



right.

*What is a Budget?* It is not what most people conceive it to be. It is not a lot of figures about sums of money to be set aside for definite expenditures, nor is it a series of graphic charts, nor multitudes of sheets indicating limits not to be exceeded. It is a psychological device. Its primary object is to make people think—to make everybody in the entire organization think. It is hard work to think. We all need something to help make us think.

*Why Have A Budget?* Every business needs a carefully planned, complete budget *of all of its operations*, because without it we guess, we jump at conclusions and find out too late that we were wrong. Knowledge is power; therefore, get the facts.

We need budgets to serve as a basis for comparisons that are better than those in common use. It is unfortunately true that accountants for the most part always have insisted and still persist in making out statistical comparisons with past history, such as last month, the same month last year, or the same period last year. By the use of a budget we secure a new point of view; instead of looking backward we propose to look forward. It is necessary, of course, to use the past and all the historical facts available, but these alone are not enough. We must add the best knowledge which the best brains in the organization can furnish to project into our budget standards of performance which will serve as a basis for comparison with current events in the coming months.

When properly prepared and used, the budget becomes the best kind of executive tool. It eliminates guessing. It makes accounting effective. It points the way to action. It enables the key men of the organization to reduce costs by the elimination of unnecessary waste and gives that assurance which is possible only through mastery of any situation. \* \* \*

The selecting and training of executives is of tremendous importance, although commonly done without thought about the future needs of the business. We have all noticed that when we get the right man or woman on a particular job our difficulties cease, but when the wrong person is in charge trouble is ever present. If our budget is to perform its purpose, we must have the right readership and personnel, both for its origination and its execution.

It is essential that each key man shall provide himself with an understudy for his own job. This feature is so important that it should never be overlooked. One of the interesting tests which you can apply to any executive in your organization is this: if the key man is a good leader and a good teacher and passes over to an understudy all he knows, he is good and ready for promotion. If he keeps his knowledge to himself and does not train an understudy, watch him; he will not grow.

Human beings do their work better when they know precisely what is required of them. Therefore, place definite responsibilities. See to it that

each individual knows what his job is and what results are expected. Do not hesitate to praise good work, but be equally alert to point out deficiencies. The first is easy, but the latter hard to do. Nevertheless, both are essential. Let your praise be in public, but your censure always in private. \* \* \*

Reviewing, in brief then, the most important considerations are the human relations. The greatest benefits of budgeting are its by-products. It is a definite urge on the executive officer and provides him and his associates with the knowledge required to permit him to focus his own superpower on those activities which most need it. Budgetary control makes people think and causes them to look forward instead of backward.

Unorganized guessing is eliminated. Opportunity for the selection and advancement of individuals is provided. Activities are coordinated. Departmental fences are broken down by the interchange of ideas and thoughts in organized conferences. Standards which are essential for modern cost accounting and for the measurement of performance find their natural outlet with greatest use.

Planned records, simplification of procedures, definite instructions, and incentive compensations increase profits and reduce costs.

Many say: "It can't be done." But it has been done. It is continually being done. It will continue to be done. Only those who have vision, energy, and stamina can do it. Anyone of that class, will have no difficulty. How can the top executive, who after all is only human, be expected to guide the ship unless he has the co-operation of his organization in such matters, and who is better fitted to forecast the future possibilities than those who daily observe the facts, figures, and events going on under their authority?

The results which may be expected are: comparisons based on the budget instead of history, better knowledge of what happened and why it happened, guidance for the stabilization and increase of future profits, and that training of the organization which inspires confidence while creating enthusiasm and initiative.

*(From Discussion by B. A. Franklin, Vice-President,  
Strathmore Paper Company)*

A fundamental feature in the organization of management is the developing of leadership and ready acceptance of responsibility all down the line. Subordinates must act independently and yet act along set lines and according to accepted principles, unless occasional emergencies seem to compel, for best results, some departure.

It has always seemed to me that definite responsibilities may be laid upon each member of a management unit, provided three plans are in effective operation.



1. Written standards, agreed upon by all, to be furnished, in the routine operations of management detail.

2. Conferences, from time to time, of those involved in certain related functions, in a discussion of methods, inter-relations, and desired results.

3. A systematic and regular statement of results, in whole and detail, as the basis of judgment as to how responsibilities are carried.

The first of these methods, standards, changeable from time to time as seems necessary, lays down routine practices so as to avoid constant decision, and possible needless and upsetting variations, and leaves time for important considerations.

The second of these methods avoids friction among subordinates, creates understanding among them, educates the younger element, brings about effective cooperation, and is a breeder of loyalties.

The third method offers the higher executives a basis of judgment and gives the different subordinate executives reasonable leeway of action, provided the results justify their judgment and operation.

There are two elements, it seems to me, which are important in the organization of management, with which management must be constantly concerned.

One, assuming, in our modern business, more and more importance, is the control of what is termed overhead expense, including particularly the expense of management itself. We seem to have discovered methods of reduction of labor costs by machinery and incentive methods. Our material, with occasional fluctuations, and by means of waste saving, seems reasonably under control. Our overhead, and particularly management expense, seems to express itself constantly in a rising amount. Here is a definite problem for management.

It is suggested that one of the elements to be considered in the organization of management is the development of operating committees, consisting of certain key executives, to study, to make investigation, and to decide on all main questions of expense and expenditure. Such a process seems necessary, especially in successful organizations, where the temptation to free expenditure is great.

The second of these elements is the question of reward to elements of management. In the matter of labor, and even of those at the bottom of the rounds of management, we have developed methods of gauge, of value and control of cost. We still lack very capable methods, either of gauge, except that of general judgment, of the real value or control of the cost of the main elements of management. \* \* \* \* \*

*(From "Principles of Incentives for Executives and  
Key Men, by J. P. Jordon.)*

Times change. Men change. Mental processes change. Changes of all

sorts are constantly going on. Interest which we take in a certain subject today shifts to another tomorrow. A feeling of intense interest in our job today changes to a feeling of "what's the use" tomorrow when the controlling stockholders announce a sale to or merger with another company.

It's in the air to be nervous about our work—our jobs—our families—our future. The larger the company, the further down we are from the top, the less our feeling of security; the more we feel our entire dependence on the whims or the schemes of the big bosses, never knowing whether there is such a thing as permanency of job, policy or even continuity of the business as is.

Most of our nervous reactions are imagined. They are but the reflection of things in general. But the nervousness is there just the same; and, psychologically speaking, our performance is restricted; our initiative checked; our happiness clouded and our real value lowered. \* \* \* \* \*

Therefore, industry and commerce has a problem on its hands, not only to make a consistent and satisfactory net profit, but, in order to increase and stabilize this net profit, so to give heed to the psychological call that every means be resorted to in order to safeguard the mental attitudes of the personnel of the organization against fear, nervousness, worry or any other harmful mental reaction.

Incentive methods for key men and executives provide a very effective safeguard against the detrimental factors just described and besides, they increase profits. There is no doubt about that.

We shall deal with this subject under certain definite headings.

#### CONDITIONS AS TO ORGANIZATION AND PROCEDURES

To provide proper incentive methods, there must exist certain conditions:

1. Leadership—There must be a leader heading the organization who *believes* in men, *makes* men and then *leads* men to do big things.

2. Definite Responsibilities—There must be a definite plan of organization clear definition of duties and in all ways a clean cut organized procedure.

3. Knowledge as to Operations—There must be adequate records to back up all responsibilities—and no more.

4. Marks to Shoot at—There must be standards to meet and beat. This means a setting up of what *must* be done to make a normal result.

5. Extra Remuneration for Beating the Normal—This is the subject of our paper—an incentive plan whereby extra remuneration comes automatically for results which beat the normal.

Let us assume we have the first four items in fine shape. We may now proceed with the matter of incentives.

#### THE NECESSITY FOR INCENTIVE METHODS

Business today requires thought and action far beyond what has been the



normal of past years. \* \* \*

Capital is impotent beyond furnishing the plants, materials, labor and all the other elements which may be bought. But the skill must come from the organization. This organization is made up of human beings, some more and some less skilled in their several scopes of ability, but each one human and subject to the same emotions.

A common human trait is to settle into routine—physically and mentally. The great majority of human beings become fixed in habits of thought and action—a natural thing when we consider that most all of us in early life come up through more or less routine work where only those who fight it off through study, reading and dreaming of bigger things succeed in breaking the spell, emerging into broader and more effective lives.

Then as we get more settled, home responsibilities, outside interests of various kinds, real or imagined physical troubles and all other conceivable things influence us to regard our jobs as the wage or salary source, looking for all the raises the traffic will bear and thinking ourselves fixed for life, resulting in a type of service which may be normal but is far from what is necessary today. Length of service unconsciously builds up such cases as just described. Mortgages on jobs become numerous in the minds of the majority. This class of mentalities is found in all grades throughout an organization from the bottom clear to the top and the pity is that such conditions exist, but they do. The cure? Not wholly—but substantially—incentives for efforts and action *beyond* this normal.

But, it will be said, such conditions as just described do not exist among key men and executives. But they do, and sometimes to a worse degree than among the lower grades. In any event, the unused latent ability in every key man and executive, according to many authorities, is as great as that which is used. That is, the percentage of effectiveness of the great majority of key men and executives is, on a normal basis, not over 50 per cent—probably less. This statement will undoubtedly be disputed and there is but one way to prove it to the satisfaction of each individual.

Did you ever actually study you own time, the uses you make of it, the accomplishments you produce and the real yield which comes from the brain effort you exert and the time you actually spend? Can you not remember right at this moment how many good germs of ideas have floated around in your imagination that never have been incubated into a valuable plan? Can you not name right now a whole array of things you would like to work out but that you think you have not had time for? Will you not without further thought admit that many such germs of imagination of actual ideas might have been put up to someone to work out long ago?

In other words, how many of us would admit that we are perfect or anywhere near it? How many of us dare even to think that we approach the best

there is in us? How many of us feel that any of our associates or subordinates are themselves anywhere near the point of perfect use of brain and physical capacity and ability? But granting all this, who can be perfect or can anywhere near approach 100 per cent? Admittedly, no one. But a 50 per cent increase in yield from brain power on a 50 per cent existing effectiveness still means an allowance of 25 per cent for ineffectiveness, and this increase of 50 per cent of existing effectiveness means wonders. \* \* \* \*

Any man who says he is doing all he can possibly do is absolutely wrong. Not one of us can truthfully say that. Any man who can truthfully say that he would or could do *no more* under an incentive plan than he does now on a salary has no remote idea of the psychological result of incentive stimulation.

It might be mentioned here that incentive plan should never take the place of or affect salaries in any way. A salary should be paid everyone to an extent commensurate with the position which the company wishes each individual to hold in the community or business world, where every reasonable item of living expense is covered in order that there may be no worry or mental interference with effective work.

For this salary normal effort is expected. \* \* \* \*

Incentive remuneration taps the hitherto unused forces. It brings into the picture a sporting instinct which lies dormant when on a straight salary. It stimulates imagination; it promotes more profitable use of time; it increases the feeling of responsibility; it opens visions of a better home and more for the family; it leads to dreams of a family more generously provided for when left alone; it makes men out of morons, and bigger men out of big men. Why? Because everyone feels, "this is my business"; and when anyone feels that his job is his own personal business, that the results are his to accomplish and that a better accomplishment means greater income, a psychological force is set into operation which is one of exceeding power. \* \* \* \*

(From "Scientific Management in American Industry"

by The Taylor Society.)

In 1917 the author of this chapter argued that "it is expedient to match the workman's judgment against the manager's and the social scientist's in order to obtain the benefit of the workman's unique advantages for judgment which in an increasing proportion outweigh his corresponding disadvantages." Wrote Horace B. Drury, at about the same date, "We want all along the line not only men who can do what they are told to do, but men who can do things we would never think of ourselves. We want men who have enough interest, and education, and experience and boldness, to make positive contributions to the intelligence and vigor of the work." In which connection Morris L. Cooke observed in 1917, "Should we not learn in every relation in life to follow the lead of the particular individual who is charged with any given function, whether he be the President of the United States, the traffic officer,



or the clerk in the office?"

The development of this concept in scientific management had so progressed by 1924 that we find Henry S. Dennison declaring: "So if we use the word 'management' to describe these people who manage and then ask ourselves for a strict answer to the question, 'Who is management?', we must find ourselves forced to answer that while the managing factor is heavily graduated from almost zero to almost 100 per cent among separate individuals, it nevertheless finds itself to all practical purposes coterminous with the whole active organization. Incidentally it appears that the present intense interest in management showing through works councils or other collective devices is a more or less unconscious attempt to devise a method of getting the advantage of much more of the managing abilities in the total group than the old one man or autocratic structure could get. . . ."

At a meeting of the Taylor Society in December, 1926, a paper by Miss Mary Follett emphasized this aspect of the doctrine of scientific management. "If, then, authority is derived from function, it has little to do with hierarchy of position as such, and in scientific managed shops this is more and more recognized. We find authority with the head of a department, with an expert, with the driver of a truck as he decides on the order of deliveries. The dispatch clerk has more authority in dispatching work than the president—authority should go with knowledge and experience—that is where obedience is due, no matter whether it is up the line or down the line."

And in discussing Miss Follett's paper, Henry P. Kendall observed, "It has been my observation that the more progressive managers are practically trying so to organize the various functions of their business that department and staff men, functional men, will be as competent, or more competent, with reference to certain policies and decision than the heads themselves—the successful heads of business today are doing less and less on major decisions—approving them but assuming less and less authority and responsibility—but doing more and more in the field of manning their organizations strongly and in the creative or inspirational field."

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## DISCUSSIONS OF LESSON 7

### ORGANIZATION STUDY

April 2, 1931

F. B. AGEE

BIGHORN

SHERIDAN, WYOMING

1. It was brought out in a previous lesson that there is not a very definite set-up for the Supervisor's job, that sometimes one Supervisor following another on a Forest has an entirely different conception of the job and shapes it accordingly. Aside from this, with the same Supervisor on the same Forest, the job changes from year to year. For instance, influences outside of his organization, such as National Park moves, demands for undue recognition by certain groups, etcetera, may make it necessary for him to devote a large amount of time to public contacts in order to check or shape these influences, one year; while another year, he may be able to devote his time almost exclusively to the management of the Forest.

Furthermore, there does not appear to be a standard type of organization for Forests. Owing to difference in work, local conditions, and other considerations, they appear to differ widely. Glancing casually through the Service Directory of October, 1930, it is noted that on one Forest, the Supervisor has six assistants functioning either as staff officers, functional executives or both:

2 Assistant Supervisors

1 Logging Engineer

1 Lumberman

1 Technical Assistant

1 Executive Assistant

Another Forest of about the same area, with about the same amount of timber business and range management work and perhaps somewhat heavier recreation demands, is functioning with two Technical Assistants and one Executive Assistant. The second Forest has evidently been able to go much farther than the first in decentralizing the work to the Ranger districts. As to which has the best type of organization or the best administration, I am unable to say; I am not acquainted with either Forest. A great many other Forests, owing perhaps to difference in the character of work, function with one Assistant Supervisor or Technical Assistant and one Executive Assistant.

It, therefore, appears that trends in organization may vary greatly in different localities, and that any discussion of the matter by a Supervisor must necessarily be from a local point of view. With the type of organization in which the Supervisor has one, or even two, Technical Assistants, I doubt very much if there is any great danger of robbing or any great opportunity to rob the Ranger position of administrative authority regardless of the amount of functional or line authority given the Assistant. The amount of direct contact with any one Ranger district makes this possibility very remote. Then too, he does not function exclusively as a specialist in the line in which he is

pecially trained, but generally as an all-round assistant to the Supervisor. Administrative exigencies make this necessary as well as the training and developing of the assistant himself.

But regardless of these conditions, and regardless of the line authority such an assistant may carry, it is my opinion he is giving more attention to the function of training a few years back; and I would say that the opportunities of the Ranger position are increasing and that he is becoming the real manager of an operating unit in our organization, and is so regarded in the eyes of the local public.

2. There has never been a time in the history of the Service when a Ranger's responsibilities were as clearly defined as at present, nor when there was more inclination to delegate him full responsibility with corresponding authority to redeem it. Changes in personnel have always made it necessary to centralize responsibility temporarily in the Supervisor's office to a certain degree, but this responsibility is usually returned to the Ranger district as rapidly as the Ranger can acquaint himself with the work. With the formulation of better Ranger district plans of work during the past few years, even this has been necessary to a much less extent.

Initiative and esprit de corps will necessarily vary with the individual and with the type of leadership, but I would say that present conditions are favorable to the promotion rather than the destruction of these qualities.

---

G. E. MITCHELL

L. L. HOUGLAND

JACK B. HOGAN

RAY WARD

COLVILLE

REPUBLIC, WASHINGTON

1. Outstanding trends on Forest.
  - a. Training of Supervisor and staff men for better executives.
  - b. Training of Rangers for better administrative officers.
  - c. Centralizing the work of fire control, although on this Forest the trend is to decentralize activities from central dispatcher to Rangers.
  - d. To make the Ranger more of an administrative officer and eliminate work not of that caliber.
  - e. Definitely planning work of administrative men.
  - f. Raising the standard of Ranger qualifications and increasing wages to meet such rise.
  - g. Replacing men by equipment.
  - h. Better analysis of individual positions.
3. Other trends.
  - a. There is a trend toward decentralizing authority in the Regional offices beyond a point of proper coordination.
  - b. A use of more scientific methods of management and control.
  - c. Toward more exacting and better work through incentives.



- d. More cooperative relations with Forest users and those of allied interests.
- e. Closer relations between Forests and Regions—possibly a factor of decentralization due to better transportation and communication, shortening distance and lessening area.

Cannot see where these trends will make any material difference in our plan of organization.

---

FRANK J. JEFFERSON

MISSOULA

MISSOULA, MONTANA

1. Trends 6, 7, and 8 appear to me to be outstanding in the Forest Service to-day. In their application I would reverse their order; that is, we are classifying activities on a more scientific basis, to the end that more definite responsibility may be fixed upon individuals, and, as we find it possible to make responsibility more definite we will delegate larger and larger responsibilities to subordinates.

I see nothing in these trends that should lead to a fear that positions may become less attractive or, to a fear that we may become unduly functionalized. It must be kept in mind that we are a growing institution, our volume of business has increased tremendously, the facilities available for getting things done have changed, our picture of the purpose of the institution has been clarified.

The job has grown to the point where activities must be classified and their purpose brought clearly to the light, and as a necessary sequence, that the relative importance of these activities be determined. The major effort of the organization must be applied on the major objectives. To accomplish this may require that certain minor activities be divorced from the work schedules of line officers and that they be handled by specialists instead. Where is the weakening here? The line officer still has a bigger job than he ever had before and in its handling is freed from the petty annoyance of "side issue" jobs. Seems to me that the effect may be to make jobs more pleasant to handle, and, the minor job will be handled better because it has become someone's major objective.

A lot of the "kick back" that has resulted from job analysis, organization analysis, reorganization, and budgeting (if plans ahead and accomplishment standards may be termed budgeting) has simply been the reaction from thought forced into unfamiliar channels. The new vision of the job does not square with the old concept. Birth must be given to new thought and the job must be visualized in terms of the new possibilities opened up as a result of activity analysis.

Our use of the term "Ranger calibre work" implies that activity analysis has disclosed differences in the character of the work heretofore required of a ranger. Some of it has been found to be of a character commensurate with

the skill, knowledge, and managerial ability that we expect a ranger to possess. some of it of such character that the high type man is not required except to supervise it. We reorganize the job to the end that the ranger's time is fully occupied with ranger calibre duties, temporary labor is provided to do (under his direction) the sub-ranger calibre work that he previously handled. Obviously, the job will be bigger and more attractive. The ranger's "job thought" however must be projected upon the higher plane, if he is to understand and appreciate the new conception of his job and prepare himself to accept and redeem the greater responsibilities and accountability that will follow, inevitably.

The major jobs will, in future, become more and more decentralized, the minor ones will become more centralized as we realize the need for freeing the big jobs from leech-like appendages that have little direct bearing upon major objectives. This will be the outcome of activity analysis.

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L. B. PACTER

MT. BAKER

BELLINGHAM, WASH.

1. The ranger should be the manager of his unit, and the duty of the specialists should be to advise, and not relieve the ranger of his authority or responsibility. This is the type of ranger that we are striving to have, and the trends are more that way than ever before. Witness, the fact that our endeavor is to get forest school graduates into the ranger positions, men who with acquired experience can put their technical knowledge to work and handle a ranger district, and who can follow out the advice of a specialist. Certainly a better type of ranger material is found in men who can combine their technical training with their practical experience. This is an upward trend, and certainly should strengthen our organization.

---

W. B. RICE

PAYETTE

EMMETT, IDAHO

The recent tendency on the forests has been to increase the size of the ranger districts to the point where they represent a full time job consisting only of "ranger caliber" work, delegating much of the work previously done by rangers to the temporary employees. Advantage is being taken of improved transportation, methods, standards and personnel to spread the ranger over a wider territory and a larger number of activities, and this in turn is being done to the distinct advantage of both the service and the ranger. There is a tendency toward giving the ranger more staff and technical assistance on special projects and in some cases the complete taking over of special activities or functions by specialists in those lines. For the most efficient handling of our work we need more of this rather than less. While these two tendencies work in opposite directions, one to increase, and the other to decrease the size of the ranger job, I believe that the net result has been to materially increase the requirements and opportunities of the ranger position.

Taking the forest units the tendency seems to be in exactly two opposite



directions, and for no apparent reason. An attempt is being made to capitalize the savings in time being made by improved transportation and standardized methods by reducing the overhead in the Supervisor's office, thereby forcing the supervisor to assume more of the minor detail work, rather than to follow the ranger district tendency of enlarging the job.

The original conception of organization seems to have been for a line and staff set up in the Forester's and Regional Forester's offices with a purely line organization for the Supervisor and ranger. The fact that modified staff organizations have developed in many of the forest offices seems to indicate that the "breaking point" was put in the wrong place.

The passing of the old "hip-hip-hooray" days of the Forest Service has been mistaken by many for a loss of Esprit de corps but I do not believe that this is justified. The expanding activities and increasing importance of the National Forests in the life of local communities has opened up opportunities for initiative that were undreamed of twenty years ago and we have been able to meet these demands only through standardization and improved methods of conducting the more routine types of recurrent work.

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GERALD S. WHEELER

JAMES E. SCOTT

WHITE MOUNTAIN

LACONIA, N. H.

1. On the basis of local conditions we would deny the claim that increasing numbers of functional executives in the Supervisor's office are robbing the Ranger position of any of its elements of authority, responsibility or attraction. Our Superintendent of Roads is a functional executive but his functioning frees the Ranger of responsibility and duties which are quite extraneous to the Ranger job as we conceive it. A staff assistant heads up our Management Plan-Timber Survey program, because it is too much of a job (by volume) to fit entirely into the District Ranger's recurrent job load, but we provide most carefully for participation and collaboration by the District Ranger as the project moves over his Working Circle or Circles. In Acquisition examination and appraisal we are compelled at times by sheer volume of work to be done to import a specialist who becomes a functional executive, but we nevertheless are succeeding by actual practice in establishing the basic idea that purchase of the private lands within his district, including the examination and appraisal of such lands is an integral part of the District Ranger's job of *managing* his District. The Assistant Supervisor as we see it is not a functional executive, but is a trainee, a co-sharer in the supervisory job, operating both as a staff assistant and as a line officer with *delegated* authority. He does not or should not "*take from*" the Ranger's job; his work except for possible assistance in Ranger peak loads, is made up of supervisor-calibre jobs. We would assert that during the past three years there has been a steady outward movement of authority and responsibility from Supervisor to Rangers until today our District Ranger genuinely terms the District "his district", and the response in

increased enthusiasms, interest and constructive effort is all that could be asked for.

2. It sounds a bit boastful to say so but this Supervisor believes that local "esprit de corps" is as good as ever seen in any section of the organization in over 20 years experience. We believe that to the work done in analysis and planning must go the credit of bringing the really important features of our respective jobs into sharper relief than ever before. Our only reservation here is that the process to date has been and still is unnecessarily cumbersome.

3. The Service, it seems to us, might make much more effective use of committees of operating executives; why not a few such committees each year to study particular problems of management, produce a satisfactory answer, and then prompt definite action by the Forester to bring about application of such committee findings? Have just read the Forester's Plan of Work for 1931 and it seems as though the idea above might well be fitted in.

Of Jones' "Trends in Organization" No. 5 is well worth our consideration, No. 6, 7, 8, we are following (or leading in) pretty well. We have no indication of No. 10 in our organization. On the Forest it has less application than in Regional Offices and the Forester's office. We fail to grasp any urgent need of sharp distinction between "line" and "staff" control. We do not believe that on the Forests we are tending toward over-organization.

Mr. Franklin gives three essentials for full placement and acceptance of responsibility. No. 1 and No. 2 we have or are steadily securing. No. 3 or rather the lack thereof, impresses us as being our great weakness. Our methods of stating, picturing, or presenting clearly the results secured on our various jobs are pitifully weak.

---

ALVA A. SIMPSON

CUSTER

MILES CITY, MONTANA

1. There are a number of well defined trends in National Forest Administration today. Washington is apparently decentralizing and placing more responsibility on the Regions. On the other hand the Regions are centralizing or at least retaining the authority unto themselves that has been passed down from the Forester. For instance, issuance of residence special use permits; right of way for roads; recreational improvement project, land exchange business, project grazing survey parties, etc., are directed and largely supervised by the Regional Office. Organization is largely centralized and instances have occurred where changes in organizations and personnel have been made without the definite knowledge of the Forest Supervisor affected. I would say that there has been a definite trend in this respect.

In so far as known there has been a trend to place more responsibility on the District Ranger. For instance—management plan maintenance and correction have been delegated to the District Ranger; decision on issuance of various permits for occupancy and use of the National Forests have been placed upon



the District Ranger and today it is apparent that the District Ranger has more responsibility and authority over his District than a Supervisor had over a Forest 15 years ago. Sitting in a Supervisor's position, it may be that the above trends are colored by the viewpoint of the middleman, yet, I think such trends are so well defined that they may be substantiated. It is my view that more responsibility must be placed upon the District Ranger. It is the best form of training and if we are to progress (as we will) the District Ranger position should continue to be the most important post of public service in our organization.

2. The Washington Conference of 1930 shows many trends over the Conference of 1925 at Denver. Training has become an established fact. There is a more definite trend to use research information upon which to base action and organization. The Washington conference first secured the facts and from them developed the proposed action. The Denver Conference was more in the nature of planning and restating policies. It was contemplative in scope while the Washington Conference was one of action. In reviewing the reports of these two conferences, one cannot help but feel that the Washington Conference knew where it was going and was on its way, while the Denver Conference was searching for a light to lead us.

3. There is an undeterminable trend toward a loss of esprit de corps. The old enthusiasm of a young healthy organization has passed and in place there is a better organized, more sedately moving body that is directing its energies toward objectives of National Forest Administration. To me this is as it should be. The enthusiasm of youth has given way to the wisdom of age. Perhaps down in our hearts there is the will to do or die but our objectives have become so well defined, our methods so standardized and our activities so guided by various and multitudinous Guides, Manuals, etc., that those things that formerly aroused our initiative have become the routine of the day. We have lost our individual initiative and early enthusiasm, but as an organization are moving forward on a better defined and safer road.

Of the trends mentioned by Jones, that would or could appear in our organization. I think we are overlooking 10, 11, 12, 13, 14, 15, 17 and 19, in whole or in part.

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R. L. FROMME

RAINIER

TACOMA, WASHINGTON

1. Some of our outstanding trends are the fixing of more definite responsibility on the various officers of the Service and trying to determine the time element in the various jobs; also devising and accenting a procedure of inspection toward the elimination of waste time with a consequent greater burden of written records or inspection memoranda.

My feeling is that while the ranger's responsibility and effectiveness is being increased, his authority is being more or less supplanted or interrupted

through the increased exercise of directive or line action on the part of functional executives in the staffs of both the supervisor's office and the Regional office, particularly the latter.

In comparing recent Forest Service history to the trends listed by Mr. Thomas R. Jones under numbers 6 to 19, my thought is as follows:

(6) Our tendency is the reverse in the case of both forest supervisor and ranger. Both of these officers are being limited more and more through the setting up of increased standards of performance, etc., along with additional instructions better defining the limits of their authority and curtailing the exercise of initiative directed toward results rather than uniform procedure.

(7) Our trend is similar to that stated.

(8) Our trend is toward a more detailed classification of activities, but I seriously question whether this has been on a more scientific basis than in the past, where local judgment was given more freedom of action.

(9) There has been a decided trend toward increasing the functions of the comptroller, but to the disadvantage of efficient forest management. The latter condition does not apply so seriously to the matter of personnel management, although there is an increasing tendency to build up a more elaborate system of grading and other paper records, as is probably true for the larger private organizations.

(10) I do not believe that this tendency applies to the Forest Service.

(11) The Service apparently leans in spirit or desire toward establishment of greater distinction between line and functional control, but it is my feeling that the reverse condition has developed as the natural outgrowth of greater field participation by functional staff men in field details. This tendency was recognized in the discussions under "Inspection" at the 1930 Washington Conference.

(12) I believe the Service trend is in line with Mr. Jones' comment under this paragraph.

(13) Our trend is similar to that stated.

(14) I doubt very much that the Forest Service considers or recognizes the personal element as carefully or fully as is true in private organizations.

(15) This does not apply as fully in the Forest Service.

(16) Our trend is similar.

(17) This is also a definite trend in the Service.

(18) We probably have not gone as far as private organizations in the training of executives.

(19) This trend applies to the Service but can hardly be avoided. Simplification of records would help to counter-act an increase of over-head at a more rapid pace than necessary over-organization. The outlook, however, is



not very encouraging.

2. A comparison of the report of the Washington Conference in 1930 with that of the Denver Conference in 1925 indicates trends toward a cleared defining of the job load carried by the field officers, particularly rangers, on the various forest units, chiefly in the interests of a better allocation of funds among regions and forests. Increased inspection procedure and a cleared outlining of responsibility of many Service positions is also indicated.

3. There is a decided trend towards losing "esprit de corps" and curtailing the opportunity for exercising initiative in our recent inauguration of more detailed field management including the building up of more comprehensive work plans and inspection procedure. This is probably inevitable with the growth of the Service organization in the matter of both personnel and complicity of business and responsibilities.

The elaboration of instructions from above, combined with increased inspection checks in the field, have a tendency to interrupt or delay accomplishment, regardless of what can truly be said as to the meritorious effect of staff advice in field details. It is a situation which breeds hesitancy on the part of the line officers in the lower organization strata, if not an actual fear, to act on their own individual judgments, so long as there is any possibility of involving others. It is the converse of the old maxim, "He who hesitates is lost".

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K. WOLFE

FLATHEAD

KALISPELL, MONTANA

1. While not an organizational trend the fact remains that the decreased turnover in personnel, due to better salaries, has led directly to at least two organizational trends in the Forest Service. Disregarding everything above the Supervisor's office, I would say that the Supervisor of today does not average a great deal better than the Supervisor of ten years ago but that below the rank of Supervisor the average man is a much better man than those who were holding similar jobs ten years ago. Under conditions existing prior to 1920 many of our present assistant supervisors would now be holding supervisor jobs, men who are now rangers would have stepped into assistant supervisor jobs, and many of our guards would now be rangers. If this is true, then the fact that better men are now available surely should show up in our organizational trends. My idea is that it has.

Take No. 6 for instance. Supervisors certainly are delegating larger responsibility and authority to their assistants and to the rangers. These men are now taking complete action on jobs that were formerly handled pretty largely by the supervisors. Hand in hand with this increased authority and responsibility should go (No. 7) the fixing of more definite responsibility. It does to a certain extent, but this trend always has lagged behind in Forest Service work. We are getting better—and if we get what we should out of this course we should show a decided improvement here in 1931.

My experience indicates that the tendency is to reduce rather than increase the number of functional executives in the supervisors' offices. This, together with the delegation of more authority, means that these functional executives have less time for work that could be done by someone else. Therefore the ranger gets more and more responsibility and authority and less help. His time is almost completely occupied during the peak season with "ranger caliber" work and he sinks or swims according to his ability to follow the trends and relieve himself of all except ranger caliber work by delegating authority and responsibility to his assistants. A ranger job these days is a real job.

3. The foundation of knowledge on which the administration of the National Forests is based is naturally growing with each year's additional experience. Standards are therefore becoming more numerous and the need for general experimentation less important. Research is quite properly becoming more and more centralized. This, to my mind, is the outstanding trend in our administrative work. The result of this is that the ordinary Forest Officer's job is tending less toward administrative work and more toward executive. Certainly this should lead to increased achievement and to a more accurate basis for measuring results. At the same time there is still plenty of room for individuality provided it is directed toward channels which have not already been thoroughly explored and which still offer opportunities for worth while effort.

In other words, we have plenty of latitude to administer—but first we must prove by results that we can execute. The trend is toward executive rather than administrative work—toward scientific measurement of results rather than guess.

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JAMES O. STEWART

ASHLEY

VERNAL, UTAH

1. Neither trend stated is absolutely correct. It is a tug of war. "The ranger is the real manager" has the advantage at present. Supervisors have so much discretionary power in delegating authority that the conditions on a forest in this line largely reflect the personal viewpoint of the supervisor. I have been on some forests where the rangers were the real managers and carried a heavy load of responsibility on their shoulders. They were responsible for everything done on their district and knew it. I have been on other forests where the rangers hardly dared to move without first consulting the supervisor. They didn't feel such a great sense of responsibility. If asked why they did or did not do this or that, they would cite the instructions of the supervisor rather than endeavor to defend their actions on the basis of their own judgment. The first example cited is the best and tends toward the building up of a stronger, more efficient organization and more is accomplished in getting jobs done. The accomplishments on a forest in the first case are the results of the combined thought of the whole forest personnel. In the latter case the accom-



plishments are the reflection of the ability of the supervisors only.

2. A comparison of the report of the Washington Conference in 1930 and the Denver Conference in 1925 indicates a trend toward decentralization and delegating of more authority and consequent carrying of responsibility by members of the personnel in the lower brackets.

3. I do not believe there is a trend toward "losing esprit de corps" in the name of promoting efficiency. Neither is there a trend toward destroying initiative. Paper work isn't helping e. d. c. any as there is too much of it, which is largely due to not enough cooperation between branches in the Regional offices. The supervisor is a shock absorber and is able to lighten the burden for the ranger to some extent, but he can't see far enough ahead to cut out the duplication of paper work for the ranger. There is some trend toward more paper work. There is no distinct trend toward losing sight of our main objectives.

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C. A. MATTSON

FISHLAKE

RICHFIELD, UTAH

The Forest Service, in my opinion, has kept pace with industrial organizations in bringing about changes to improve the personnel efficiency, both in quality and quantity of work. Some of the outstanding trends, particularly on the National Forests, are as follows:

1. A tendency to delegate larger and more responsibility to the Forest Supervisor by the Regional Office, and a tendency on the part of the Supervisor to give the Rangers greater responsibility and authority.
2. The tendency to definitely define the responsibility and accountability of each member of the Forest organization.
3. These trends, as well as the tendency to increase the size of Forests and Ranger districts, have made the Ranger position an attractive one, as is evidenced by the fact that Rangers generally are continually endeavoring to increase their ability and efficiency, by self-effort, training and correspondence work, to meet the increased requirements and opportunities.

The tendency is not to increase the functional executives in the Supervisor's office, and these officers are not, in any way, diminishing the administrative authority of the Ranger, or making the Ranger position less attractive. In fact, the Ranger is the real manager of his district, and is only restricted by his personal conduct, control factors, and degree of accomplishments.

These trends clearly indicate that within a very limited number of years, the Ranger must have a knowledge of not only scientific management problems, but must also be a trained forester. This tendency is going to affect the organization, in that present officers who will not keep abreast with the Forest Service standards and policies will be eliminated, and their places taken by men who will meet the Service requirements.

The personal or human element is continually being given more consideration in the Forest Service, through better living conditions, improved equipment, educational opportunities, and incentives. A Forest officer's strength of character, reputation, habits of living, honesty, integrity, personality, and loyalty, play an important part in a Forest organization. The trend has been through plans, job lists, and records of accomplishment, to develop leadership. The progress made is exemplified by a statement made by a Regional office man at the conclusion of one of our Ranger's meetings. He said the discussions and conclusions of this meeting would have done credit to a Supervisors' conference a few years ago. The trend is to promote efficiency, increase initiative, and to co-ordinate both minor and major activities to attain our major objectives.

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WM. L. BARKER, JR.

DULUTH, MINN.

1. Fluctuations in the importance of the Ranger position due to increasing numbers of Forest functional executives has hardly developed into a trend as yet. Some Regions and Forests appear to go in for them and others do not. Ranger District and Forest analyses will iron this out, if correct measures of work can be obtained. Then some Forests will have less functional executives and others more. It will be possible to estimate rather closely the correct organization.

The amount of authority absorbed by these functional executives depends, as yet at any rate, very much on the Ranger. He may let them run certain lines on his district or he may, and I believe does in many cases, use them largely in advisory capacities or as project men.

Assuming that the amount of work on the Ranger District makes it necessary for the Ranger to let go of much of the authority in certain lines to these functional executives, it is a matter of personal point of view as to whether or not this makes the position less attractive. Some men would rather keep in close touch with a few activities or projects, than in more general, less intensive, contact with a greater number.

My opinion, based on R-9 conditions and some recollection of R-2 experience, is that the requirement and opportunities of the Ranger position are increasing enormously. Also, it is my opinion that this is as it should be. All the work, with a very few rare exceptions, on a Ranger district should be Ranger caliber or under. If a functional executive from the Supervisor's office goes to a Ranger district to do "Ranger caliber work", the money for his salary and expenses is misplaced. It should be allotted to the ranger district for hiring assistance there. When such a functional executive is kept busy with "supervisor caliber work", his need as such is obvious. Training the ranger would certainly be "supervisor caliber work".

Functional executives on Ranger Districts should decrease the routine in



Supervisors' and Regional offices.

3. I do not think that there is any trend toward "losing esprit de corps in the name of promoting efficiency" in R-9. Pioneering and development work always fosters and increases esprit de corps. Many of the efficiency measures here must in themselves be of a pioneering nature.

Experience in the installation of efficiency measures in other organizations, however, has indicated the danger suggested in the quoted expression. Real efficiency measures properly installed should not destroy or even threaten esprit de corps. They should work just opposite to that. When they do not increase esprit de corps, the trouble is in the installation or application, not in the *principle of efficiency*.

Similarly systems that "destroy initiative", increase "paper work", "cause us to lose sight of our main objectives", are not efficient and are misnamed. Naturally they do affect our organization plan and adversely, but let's not condemn and oppose the principles of real efficiency for that reason.

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C. C. HALL

SANTIAM

ALBANY, OREGON

1. While there may have been a trend towards increasing the number of functional executives in the supervisor's office, and I believe such has been the case, the trend now seems decidedly the other way. On some of the smaller forests the functional or staff men are conspicuous by their absence.

Certainly the requirements of the ranger position are increasing and the opportunities are not far behind. There is a feeling among the rangers and others that the specialist is not merely advisory or functional. These men are regarded more as the representatives of the administrative men in the Regional office and their advice taken as instructions. This is probably due to the manner in which instructions are generally given—being passed on in the form of suggestions by the executives, but which is understood to have the force of orders. For instance, I would not consider it advisable to ignore advice from a functional or special man from the Regional Office, although I might be sure from experience that the "advice" given was wrong.

The trend is toward swamping the field men with detail to the exclusion of more important work. To regard procedure as paramount in importance to performance. As to where we are going, I would say, and I judge the future by the past, that when we get near the highest point of this trend the pendulum will swing the other way and more sane methods will be used. The present trend to apply a scientific method to everything will give away to a more rational one. Science and efficiency are good things, but we can easily go to the extremes. The Germans applied science and worshipped efficiency as a God—the results were a national catastrophe.

3. Yes, I believe from what I have heard and seen that the "paper work" and the mass of detail is affecting the spirit of the organization. The vast

amount of detail to which we seem to be committed in the name of efficiency is becoming a real hindrance and is discouraging some of the less stout hearted.

The tendency to hedge the work about with conditions—which sometimes, owing to the local situations, are impossible to absolutely carry out—is, to say the least, very irritating.

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C. E. FAVRE

WYOMING

KEMMERER, WYOMING

1. The most outstanding trend in Service Work is the decentralization of organization. It was not many years ago that even the smallest routine affairs were referred to the Regional Office for action. For example, some fifteen years ago, a transfer of grazing privilege, no matter how small it was, had to be referred to the Regional Office for approval. Now rangers are practically making the approvals. Similarly, timber sales have been simplified and other activities rendered less complicated by the assignment of duties to local authority.

Another important trend is that of training. The Service has made wonderful changes for the better in the way of maintaining a well informed personnel. Our schools, meetings, study courses, and details for training were unthought of a few years ago.

I have no fear that the functional assistants in the Supervisor's office are robbing the district rangers of their authority. In fact, it seems that here again we have the element of training—even mutual training. When a functional employee goes out on the Forest, he does so with the idea of imparting information along his special lines and even to serve under the ranger as an assistant to gather information himself and to accomplish certain jobs in the field. It is quite agreed that the ranger is the real manager on his district.

The trend toward planning for various lines of work if done on a sound basis and judgment allowed in execution, it seems, has a good effect on all of the personnel, and it appears that there need be no doubt concerning the outcome and that there will be no loss of "esprit de corps" on account of this greater efficiency.

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WM. R. KREUTZER

C. L. VAN GIESEN

COLORADO

FORT COLLINS, COLO.

1. There seems to be no appreciable tendency in Region 2 to rob the ranger position of administrative authority except on a few specific projects, such as planting and insect control work.

The opportunities, requirements, and attractiveness of the ranger position are rapidly increasing. More authority and responsibility is being passed out to the rangers under our program of greater decentralization. The ranger is being more and more entrusted with the technical as well as non-technical



the results of his work are checked by the Supervisor and his assistants. the following: administrative analyses and plans; training; cost keeping; correlated general inspection; check of performance against standards, policies

2. The present Forest Service organization trends, as reflected by the Washington Conference Report, show greater emphasis on and definition of work on the unit assigned to him. He is given staff advice and training and and plans; fixing responsibility; use of outlines, accomplishment records, and larger units.

3. We do not feel that esprit de corps has been materially affected by the application of efficiency methods in the past. In the future, we must be extremely careful in applying these methods. It is a well known fact that efficiency practices in factories have been responsible for the lowering of the esprit de corps of the employees. Common sense, vision and imagination must be used in enforcing efficiency and scientific management or our organization will deteriorate.

Efficiency is a major element contributing to the present unemployment in our country. Should not efficiency be directed to more and better work rather than to a reduction in personnel? Does not each of us, almost daily, feel that we should have more time to collect complete, reliable data in making decisions, plans, reports, etc., and to conduct comprehensive studies on past work in order to have some basis for intelligent forecasts for the future? Even with our increased efficiency we are seldom able to keep pace with reduced personnel and the increase of work. This is largely due to the lack of application of all of the principles of efficiency and to the lack of coordination.

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W. B. WILLEY

JEFFERSON

GREAT FALLS. MONTANA

1. The trend on Eastern Montana Forests seems to have been to decrease the number of functional executives in the Supervisor offices, as some of the Supervisors have been operating without an Assistant Supervisor—or at most, one only for part time. There has been no reaction on the part of the rangers that would indicate that they have been made to feel that their administrative authority has been decreased or their jobs made less attractive on account of interference with their performance by office executives usurping the ranger's responsibilities. On the contrary, not only have the Supervisor staffs been reduced, but there has been a constant trend to enlarge not only the size of the ranger districts but also to increase the requirements of the positions. With the still larger ranger districts contemplated in our reorganization plans, more authority and responsibility must necessarily be placed upon the ranger and more latitude in exercising his initiative be provided.

2. There is a distinct trend to better correlate and coordinate our administrative and business management problems for all National Forest Regions applying scientific methods of approach and business-like procedure in the

standardization of requirements, methods, policies, plans and practices, the purpose of which must create through diligent effort a more efficient organization.

3. Esprit de corps in the local organizations I am familiar with is as strong as it ever was. The men are open minded and wide awake to all changes, showing a manifest interest in what is going on and speculating on the results, sympathetic to new procedure and problems, and as a whole enthusiasm prevails generally in putting over desired accomplishments. However, heed must be given to the necessity of demonstrating the need and value of the various changes if it is desired to minimize the unfavorable reactions and retain an open minded view point of members of the organization as a whole.

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T. H. SHERRARD

MOUNT HOOD

PORTLAND, ORE.

1. An outstanding trend on the Forests is that the District Ranger works less with his hands and more with his head. Time was when he did most of the manual labor of his district himself, except the actual suppression of larger fires. Now he organizes and trains a protection force, foremen of construction crews, key-men in cooperative units; follows up results of his training of his men; keeps intricate accounts; orders supplies; makes varied and voluminous reports.

With the pressure which has come within recent years to master even the largest fires quickly, with the drive to complete adequate transportation systems as rapidly as greatly increased funds will permit, Rangers in charge of bad fire districts or districts chosen for immediate development of intensive road and trail systems may be greatly over-burdened with work during the peak of the field season.

Admitting a trend to increase the number of functional executives in the Supervisor's office, is that not the most flexible and economical method of providing urgently needed help for over-burdened rangers? It is not robbing these rangers of responsibility and authority to provide assistance in the only way a Supervisor may have at his command. In a Supervisor's organization there may be functional division of staff with emphasis on assistance to the Ranger rather than on line control.

Some Rangers doubtless feel that they are being robbed of administrative authority in road construction. For the time being, they are relieved of the details of running large crews because they could not handle them with justice to the other activities of their district. This is better than to allow an important line of work go by the board as sometimes happens in range management.

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J. F. CONNER

JOHN SIEKER

HARNEY

CUSTER, SOUTH DAKOTA

2. A comparison of the Conferences of 1925 and 1930 seems to me to



indicate the following trends:

1. The assumption of broader responsibilities.
2. The gradual change from formulation of policies to the formulation of technique.
3. Increased emphasis on training and analysis.
4. A professional attitude.
5. Big business methods.
6. Detailed inspection and analysis as against general supervision.

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M. M. BARNUM

TAHOE

NEVADA CITY, CALIF.

1. The decided trend on the Forests is toward training the administrative men. An attempt is being made to scientifically study the specific jobs, the conditions under which employees work, and provide the incentives. I believe this is the function of the increased number of personnel on the Supervisor's staff. It is true they may have certain line authority along specialized activities but as a whole their major duty and responsibility is to train the real doer, the Ranger, to accomplish his job along the best recognized practices. The ranger is the more or less *permanent* member who deals directly with the public while the staff as a general rule are mover from Forest to Forest. The main purpose of this is to train them and give them new ideas and in turn for them to put these standard practices over to the ranger for execution—purely a training function. Due to this tendency in training, the ranger position is a step up because of the greater opportunity for development and the fact that he has every opportunity for individuality and self expression which is essential. The ranger job is developing as shown by the fact that old timers who cannot get into the swing of progress and are standing still, find themselves far behind the requirements of the job. A high school, and I believe soon a college training, will be essential before a man is considered material for prospective ranger caliber. I believe this is the most prominent indicator that the ranger position is becoming more important and that the staff specialist is not stealing any of his power. This tendency of training parallels big business of the employee manager type where the tendency is toward line and staff and we must give a reason for our decisions.

2. The Washington Conference in 1930 is along the lines of paragraph 1 where the key is training and incentives. The Denver Conference in 1925 was more or less establishment of standards or the specifications of the job.

3. I consider the present trend of advancement through scientific training a stimulus and a step upward for every man in the organization having the proper make up and capability for advancement. Each administrative man with line authority is given every advantage of developing initiative and demonstrate his executive ability. The organization is being welded into a unit

having its objectives more firmly established and a better industrial relationship existing between employees.

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C. B. MACK

FRED STELL

COCHETOPE

SALIDA, COLO.

1. The rangers are being given more authority each year based largely on the fact that Supervisors are being given additional authority by the Regional Forester. This is as it should be. The ranger is not being robbed of administrative authority by increased functional executives in the Supervisor's office, but since better and more thorough methods of inspection have been used since the establishment of written standards, it may appear to some that their authority has been weakened where as a matter of fact it has actually been increased.

It is our opinions the work is increasing on the average ranger district and with this goes additional authority which should be an incentive for the real man to stay, and an attraction for good men from the outside.

There are two types of specialists, one of whom derives a great deal of information from the ranger and vice versa. The other type is of the "One Man Band Type" who carries the attitude that he knows it all, and even though the ranger may be requested to assist in the job, it is not difficult to fully realize that from the Specialist's view point, his job is so complex that the ranger can, with great difficulty, master but a fraction of it. Fortunately, this type does not linger long in the Forest Service. The forest users are fast learning to take up any business pertaining to the Forest Service with the ranger—the man on the ground—since many know through past experience that he will be called on to virtually decide a question before a decision will be rendered.

The indications are that more authority will be delegated to the field.

3. I do not believe there is a trend toward "losing esprit de corps" in the name of promoting efficiency, nor do I believe there is any serious danger of this loss in the future since it takes good men to do good work and real interest must be in evidence if the work is up to standard. Interest and esprit de corps go hand in hand.

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E. S. KEITHLEY

PIKE

COLORADO SPRINGS, COLO.

In my opinion, one of our outstanding trends has been to decrease the number of functional executives in the Supervisor's office and the Regional Office. In this I include specialists. Such men should not rob the ranger or supervisor of administrative authority or make these positions less attractive. Instead, the advice and assistance of such men is not only desirable, but essential if much progress is to be made. Our present tendency is to increase the size of ranger districts and Forests. The volume and many kinds of work are increasing yearly. It is not reasonable to me to expect that the ranger and



supervisor can shift from one kind of work to another with the necessary speed, efficiency and service that present day conditions require. This is true now on many districts and forests. This cross-fire of many jobs forces the ranger or supervisor to cut corners and to perform work which he knows is below standard. He has not the time to get facts himself. Decisions are too frequently mere guesses, or, at least, cannot be supported by facts. When cornered or his decision challenged, alibi's or assumed facts are presented. The employment of functional executives or specialists is the logical answer.

To understand fully and to be familiar with the instructions in all our various handbooks, the National Forest Manual, and special instructions, to the extent required to handle the work efficiently and with speed, necessitates rangers and supervisors of exceptional ability. Even with such men, high pressure (a lot of jobs all urgently in need of action) strains the brain cells and nerve energy of the most capable man to the limit. The most exceptional men cannot endure such pressure for long. I have observed clerks, rangers and regional office men under the strain of high pressure to which I refer. It is perhaps needless to say that, as a supervisor, I have experienced the same thing. This pressure makes a man disagreeable and fills him with a desire to curse the friend, user or associate who calls to take up his time, whether such call is business or something else. Work and ambition drive him on for a time. Work slacks. He again becomes rational. But then comes Old Man "Efficiency" to draw up this slack. Here, in my opinion, lies a real danger. Work never hurt any man—but worry has, and it is part and parcel of the high pressure I am talking about.

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TH. KRUEGER

BLACK HILLS

DEADWOOD, S. DAK.

It seems to me that for certain jobs the Forest Service would be far ahead in both quantity and quality of work if there were more of a trend toward functionalization, or to put the long word into plainer language "put more of the jobs on a project basis with some one officer definitely in charge."

As an example take the land exchange work on the Black Hills. From the time the land exchange law went into effect in 1922 to May 1930, a total of 14 land exchange cases had been submitted to the Regional Forester by the Black Hills. The system used was to put one or two exchange cases yearly on the plan of work for the Rangers but not with a special priority over other work. Consequently the Rangers picked up exchanges as they found time and often due to press of other work which was considered of higher priority, there often was considerable lapse of time between the original offer and time the Ranger could make the examination and report. Then, not being familiar with procedure, each Ranger had each time to study the instructions for the field and office work. After the report was received in the Supervisor's office it took a lot of time and work in adjusting and ironing out of discrepancies and getting valuations on a uniform basis.

Considering the amount of exchange work to be done on the Forest, somewhat over 200,000 acres, depending on spare time of Rangers to do the work was not bringing the proper results and was not anywhere near taking up the money that could be made available for exchange from timber receipts. The Regional Office gave me a lift with some funds and by making a few temporary switches in the Ranger personnel, we functionalized the job. Results—17 cases have been submitted to the Regional Forester since May; or more in less than one year than had previously been submitted in 8 years. It's a lot easier to train one man to the job than seven and it takes just one seventh of the time, which is a big item on a Forest having all year work and where it keeps the Supervisor busy trying to keep all lines of Service work moving along at the same rate, because you cannot afford to throw some of the functions into high gear and let others climb along in low.

By functionalizing the work we are now buying land at least one-third cheaper than we could otherwise. With one man specializing on this work reports and valuations are uniform and require less work in checking in the Supervisor's office.

As far as the Black Hills District Rangers are concerned, they do not feel that the functionalizing of the exchange work robs them of administrative authority as they have plenty of other work to do to keep them busy. Looking at some of the work on the forests from the standpoint of the Supervisor, it often seems that the old saying "What's everybody's business is nobody's business" is correct and personally I believe that functionalizing some of the jobs is the only efficient way to do them right and with the least effort. This of course does not mean that just because I believe that for example it is best to functionalize land exchange and some of the summer home work on the Black Hills forest it would also be the thing on some other Forest. It depends entirely on conditions on the Forest concerned.

Functionalization also does not necessarily mean that there must be an increase of executives in the Supervisor's office, although, if there is to be any increase in functional men, let it be on the Forests. Much of the work which can be made functional is work that can be done at least partly in slack seasons and one of the present personnel of the Forest can often be developed to handle this work for the Forest, thus making his job as a whole just that much more interesting.

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DEWITT NELSON

SHASTA

MOUNT SHASTA, CALIF.

The increase of functional executives in the Supervisor's office is evident on many Forests. However, these men act largely as line and staff officers. I think that this is an admirable trend and very essential with increased business.

Considering the Shasta Forest as an example: For many years we have



had a Logging Engineer who handled all project timber sales, land exchange and related activities. This left Personnel, Fiscal, Fire, Improvement and Grazing all to be handled by the Supervisor and the Rangers. This was plainly an overload and, as a consequence, much of the work could not be given adequate time and supervision. A few years ago a Fire Chief was added. This helped appreciably. With increased road construction and maintenance it was evident that this activity alone would occupy at least one man's time throughout the year. As a consequence, an Assistant Supervisor, in charge of roads, was added. The Fire Chief position was made a general administrative Assistant Supervisor with his main activity being that of fire control. Our next addition was a Range Examiner to handle the many grazing problems which could not be given proper attention by the previous staff.

None of these additions have robbed the Ranger position of administrative authority. However, the Ranger was relieved of all road construction and a large part of road maintenance work, thus giving him time to spend on other activities. As far as the Assistant Supervisor, with the major job of fire control, and the Range Examiner are concerned, no administrative responsibility and authority has been taken from the Rangers, but, by acting in an advisory and informational capacity, a greater uniformity of action and greater accomplishment will result.

Instead of "losing our esprit de corps in the name of promoting efficiency and destroying initiative", I feel that by spending more time with the Rangers in working out their problems we will weld the organization into a better and more smoothly working machine. We will get quicker and better accomplishment of our objectives and, at the same time, the Rangers will get a better and broader conception of their jobs.

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H. L. BORDEN

W. B. FAY

HOLY CROSS

GLENWOOD SPRINGS. COLO.

1. It is a little difficult to answer this question when our knowledge and experience is limited to Forests having but one or possibly two staff men or assistants to the Supervisor. However, our experience is not that these men are robbing the ranger position of administrative authority, but rather the reverse.

The first assistant, or we will say deputy or assistant supervisor's duties are to aid the supervisor in the handling of his Forest, which means supervision, and in the last analysis is merely helping the ranger in his work not only in an advisory capacity, but actually helping him do actual work when he needs it.

Other assistants are more in the line of specialists or functionalists, such as grazing examiners, whose duties are to conduct intensive range appraisals, mapping, etc., securing basic data and then in conference with the ranger and using his ideas, evolving a workable plan.

These things do not take away from a ranger, but rather assist him over the rough roads, as it were.

At the present time most of our ranger districts have been enlarged from 50 to 100 per cent, and with this enlargement has come added authority and responsibility. What he used to accomplish alone and with his own hands, he now has to have done and supervise the execution. He has assumed, as it were, a small Forest, and is accountable for its progress.

The work plans, which some feel have hampered them in initiative etc., are merely an aid to them in covering more ground systematically and with less effort. He has and always will have a big part in their formation and it is really getting down on paper in a logical manner the various ideas floating around in his brain on how the district should be handled.

To our way of thinking, therefore, the responsibility and authority of the average ranger is much greater than it used to be, and the trend is continually to give him more as he can handle it. This is brought about through enlarged districts, better ways of doing things, standard plans, or an orderly method of working, personnel training, and a higher type of ranger.

3. We who have been in the Service now eighteen years do not feel that we have lost any of the esprit de corps, but rather that we have gained some. To us the Service ideals mean more now than they ever have.

To some, I do feel that the work plan and other forms of standardization has brought about a feeling of "What's the use. The policy and procedure is forced onto us from above and we better abide by it and forget any idea of initiative." This should not be the case, however, and with those who have thought it out it is not the case. It is true there are many things to be ironed out, such as a more frank expression as to personnel ratings, promotions within groups, correlations between different branches, etc., but on the whole the work plans, training work, standards, etc., have all been instituted toward one end, that of making the Service better within itself and likewise from the public's standpoint.

Standards have not, I believe, been made with any idea of restricting initiative or cutting down esprit de corps, but rather to promote this by giving out the experiences of others as to better ways of doing things, quicker action, and to the end that more work will be accomplished and better than by old antiquated methods or haphazard procedure.

We have gone forward, and it is only by standardizing methods, work plans, etc., that the vast volume of work saddled on to one man can be accomplished and time still found to keep figuring out better ways of doing things.

To our notion the trend is toward greater responsibility and authority, together with standardized ways of doing things, but still with that leeway that must be given to the man on the ground who is right up against the job.



1. There is a decided trend in our organization to establish better standards, better measurements of accomplishment all along the line. Perhaps it is a trend of long standing which has from necessity been given more emphasis. The ranger position is becoming more important as the organization settles into fixed standards—both quantitative and qualitative measurements are being fixed. This tendency demands higher managerial efficiency on the ranger district units of organization. The tendency is to cut down the need for additional numbers of executives in the Supervisor's office to the minimum. A limited number of staff men is essential. These men, however, do not lessen or detract from the importance of the managerial position of the ranger. Their chief function is informational and supervisory. Improvement in the work of all of us must advance if the organization is to progress. Analysis and supervision is essential in our organization to search out bad practices and poor methods and to standardize and localize betterments in all lines of our work. A reasonable number of executives are required to accomplish this. Standardization of performance and an incentive for betterments are necessary to the progress of any organization.

2. I would say that the trend implied by the Washington Conference was to standardize and equalize functional jobs, especially staff and line jobs.

3. I believe that our main objectives were never more in evidence throughout the organization during the 24 years I have been connected with it than they are today. The stimulus for initiative and betterment, I think, was never greater than now.

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J. F. BROOKS

SELWAY

KOOSKIA, IDAHO

1. I believe that the trend on the Forests is to increase the authority and responsibility of the ranger. This has been more or less forced onto the Supervisors in a number of ways. Ten years ago the amount of road and trail money was so limited that the Supervisor of a fire forest could keep a very close check on each of the few trail projects on the Forest. With the increased programs now in effect it hustles the rangers on some districts to give as much supervision as was once given by the Supervisor's office. On the grazing Forests (of Region One) the numbers of rangers have been reduced greatly but the quality of administration demanded is the same. This is compelling more systematic handling of work, greater effectiveness of individual effort and greater care in segregating essentials into priority groups.

Based on my observation, which is admittedly limited, I doubt the correctness of the claim that the functions of the ranger are being assumed by the Supervisor's staff to any extent. The demands on Forest Officers of all grades are such that most of us have to delegate more responsibility all of the time. A ranger on this Forest was considered for a transfer to a different line of

work and in discussing it with this man, who is considered as very promising material, he told me that he would like to make the change if it would give him experience which would be of value to him, but that he didn't feel that he would have a chance to go stale even if he spent several years more on his present district. He has a good background of experience and training but said that it kept him busy trying to keep abreast of the requirements of his job and that he was getting lots of new and valuable experience right where he is. I had another ranger who had excellent preparatory experience but not much special training tell me last year as we were making up his work plan that so much more was required of a ranger than was formerly that he did not know whether he could hold his own or not. I feel sure that he will for he is constantly trying to improve himself and on the alert for anything which may enable him to do better work. I asked him at that time if he felt that too much responsibility was reserved by the Supervisor's office and he most emphatically stated that he did not.

The observations of these two rangers were very interesting to me because both are men of several years' experience and ones in whose judgment I have confidence.

I realize, of course, that individuals in the offices of a Supervisor or Regional Forester may get ambitious and reach down for something to do when they should be reaching up but by and large feel that the trend is definitely toward the enlarging of the ranger's sphere and making his job more attractive. This is going to have the effect of making the assistant supervisors and technical assistants more largely "advisory and informational" as mentioned in the lesson.

3. I do not believe that there is any trend "toward losing esprit de corps in the name of promoting efficiency". The sporadic drives for efficiency have been taken for only what they appeared to be worth and those with the real spirit have weathered them. If possible for an organization to have such a characteristic, I should say that the Service has a sense of humor which carries it through outbursts for efficiency which would be injurious to some groups of individuals. Witness the good natured controversies over uniforms, insignia, fire extinguishers for ranger stations, work plans, etc. This trend, "paper work", and many others we talk about vary so much from time to time that I do not believe they affect organization very materially.

The outstanding trend of the last few years is undoubtedly that of leveling ranger districts and Forests on the basis of work units. This certainly is a step in the right direction and if the basis is sound, (Possibly it is in the aggregate) certainly will increase the effectiveness of the organization but will change it, not so much in character as in distribution.



1. One of the most noticeable trends of recent years and one which is growing, is closer contact between the supervisor and ranger jobs. Not many years ago the ranger's job was one of splendid isolation. Very rarely did he receive help from the Forest headquarters. Now he is in constant touch with the supervisor's office. Any occurrence which will affect his plans is promptly communicated to him.

The business of the Forest is becoming better organized, better plans are being prepared, more detailed inspections are being made, responsibilities are being emphasized, and we are working toward a better balanced personnel. The Forest organization is assuming the proportions of a business enterprise.

2. Could not locate report of Denver Conference. It may have been destroyed.

3. To one who has been a long time with the Service and looks back into the past and remembers the loyal, freehearted cooperation of the early days it seems as though it would be impossible to duplicate it in this crazy age but when we all get together on some job I find the same old spirit. We have not lost our esprit de corps, at least, not up here on the northern fringe of R-2. I feel that we have been doing an excessive amount of paper work in the preparation of work plans but now that we have gotten through the worst of it I believe that we have a much better conception of our job and are in a position to maintain high speed business practice without leaving the track. As for destroying initiative, I find myself handing out greater responsibilities continually to the rangers. When a Forest Service employee loses initiative he will be

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ready for the count.

CHAS. DEMOISY, JR.

UINTA

PROVO, UTAH

1. There may be a tendency on some Forests for the Supervisor and staff to take over strictly ranger work. This may be from necessity rather than any planned organization changes. There has been intensive study of the work of the last and lowest responsible administrative officer (district ranger). Because of this study based on volume of work and activities of the particular time of making the study, there have been consolidations of ranger districts and reduction of this class of personnel. Several new activities have arisen since without provision in budgets and allotments. In fact, instruction about new work generally state that it is not expected that the increased work or higher standards will necessitate any additional funds or personnel. As a consequence it has been necessary to figure priorities of various lines of work and to functionalize certain work under members of the Supervisor's office. Perhaps this is a logical way to supply specialization. The district ranger can not be expected to supply all that is needed on the average district. Conditions in different units may make it necessary to handle things differently and the plan of

organization or operation has to be altered accordingly. I see no better way to provide needed specialization.

2. One result of the Denver conference in 1925 was reduction of year-long personnel on the Forests and provision for lower class work being done by guards and temporary help. The Washington Conference in 1930, was for higher standards and more training all along the line and fixing of more definite responsibility and accountability. I would say both indicated trends toward specialization including specialization in management and organization.

3. There has been a trend toward cost accounting and budgeting of funds or making allotments according to importance and volume of activities in the different units. This is being attempted by devious methods. The objective is excellent but the mechanics for getting *all* the facts haven't been devised yet. I believe sufficient analyses will show some units over-organized as to overhead, and others under-manned as to subordinate executives or staff assistance.

I am surprised that no discussions of Regional Officers have been published as that is where organization problems, particularly those of coordination, take on the greatest significance.

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REX KING

CROOK

SAFFORD, ARIZ.

3. Esprit de corps, as it existed fifteen years ago is disappearing and one of the reasons is the drive for increased efficiency. Whether it is for better or for worse is another matter.

It seems to me that initiative is increasing which is natural with a clearer defining of objectives, obligations and standards. Vague objectives and stand-initiative in the field man. I believe that one of the largest—perhaps the sponsibility downward.

largest—factors in increasing initiative is the delegation of authority and re-ards which are subject to change by each passing Forest officer do not induce

“Increased paper work” belongs in the class of vague slogans or catch phrases. None of its addicts is ever able to tell just what he means by it. Actually it means in many cases that the man's thoughts, ideas and observations are so hazy that he cannot get them down on paper even with the help of wiggling his toes. If we get the idea that studying the Manual, recording observations for future reference, written agreements with people we deal with on business matters, accurate maps, reports of conditions to Supervisors, etc., are useless I would say we have a strong trend back toward the cave dwellings, useless reports are sometimes asked for but mistakes are not unknown in any business.

It is easy to lose sight of the main objectives for a short period when crowded by circumstances but in many cases a man does not have any main objectives. He is just working for somebody. Incidentally it is much harder to change a man's objectives than it is to learn the correct ones at the start.



I don't believe there has been much change either way along this line.

A few of the trends as I see them—some strong, some faint are:

Treating individual permittees or appellants as individuals dealing with or contending against all the people. This is the opposite of the idea that "Government" is an unlimited, all beneficial institution from which an individual may subtract money, land, time or other things for his own benefit without affecting the whole.

Looking upon "Government" as the people of the United States rather than a conventionalized idol of power or a single official or idea.

Tendency to vary policy and action to fit local conditions rather than to standardize it for the whole United States.

Employing scientific methods for studying our work and methods.

Considering living conditions of employees and in return expecting more effective use of line.

More attention to training in theory and some in fact.

Delegation of authority and responsibility downward and a better conception of authority, responsibility and accountability in themselves.

Giving more attention to costs—considering the value in dollars and cents of time, etc.





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# ORGANIZATION

A STUDY OF

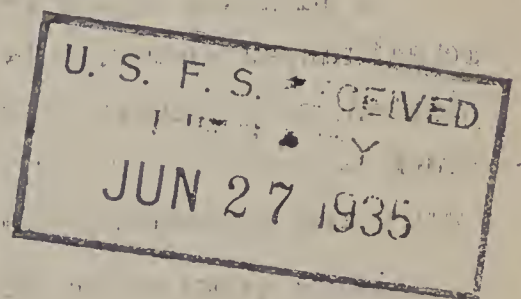
## PRINCIPLES AND TRENDS

BY

FOREST OFFICERS, U. S. FOREST SERVICE

### EIGHTH LESSON

March 23, 1931



Discussions of this lesson should reach

Washington not later than April 13, 1931

## ORGANIZATION

### LESSON 8

#### IT'S RELATION TO MEN

While the form of the organization is important, the attitude of the men in the organization is far more so. For this reason, we do not want to leave our study of organization without considering what effect the mechanics of organization may have on men. The importance of considering men has only recently been recognized. Now one continually sees and hears such statements as this, "Human relations is the biggest factor in industry". And over night almost has grown up a corps of men known as "Industrial Relations Experts", "Incentive Engineers", or "Human Relations" specialists, and many organizations now have their "Industrial Relations" as well as their Public Relations departments.

Possibly as a result of non-owner management or the tendency toward analysis of success factors, or both, industry has come to realize that success depends more upon men than on capital or equipment. It also realizes that men are not just men; each differs from the other and the same man differs remarkably in different situations. It is the latter factor that is receiving most attention. It is the biggest variable in business. What causes the variations?

In the first place, what do men want from their jobs? Without attempting details and realizing how hard it is to express intangibles, is not the thing you most want and all the rest of us most want, that your job contribute something to that instinctive wish for standing as a human being and a citizen. To do our best we must think well of ourselves. We want to believe in our own *value*, and we want our job to contribute to that feeling of value. Also, we want to feel that we are expressing something of ourselves through our job.

In addition to this feeling of social value we all like to accomplish; to see actual measurable results of our efforts—18 holes in 70, ten million seedlings planted, or whatever it may be. To do the same things without knowing how much would not be the same thing at all. In addition we want stability, security and opportunity to do more and better things in the future.

Aside from these chief motivating instincts there are many other things that influence our work. How many or to what extent nobody knows, but numerous research departments are trying to find out. Such factors as light, sound, fatigue, monotony, order, and cleanliness, are being studied. The Western Electric Company at their Hawthorne plant has carried on a study of the influence of various types of supervision. But what we are concerned with is not the results of all these studies, but the fact that man's accomplishment is recognized as a variable, influenced by many things, and whether or not the organization plan is one of those things. In what way can the form



or plan of organization influence men to do better work?

If men do more or better work—are more productive—under one form of organization than another it must be that some forms contribute more in those fundamental things which men want from their jobs; the principles of good organization must harmonize or be integrated with the requirements of human nature. Reviewing briefly the requirements of a good organization: we found first, that it must have a definite objective. We are told also that men to do their best must have an objective and that it must be “perfectly clear, well understood, and altogether worthy”. Men may work hard on a job in which they do not believe but they never accomplish great things. All history and your own experience will furnish illustrations of this. Further evidence is found in the attempts of commercial concerns to set up objectives that appeal to men. You noticed the objective of the Kendall Company given in lesson four. A year or two ago considerable publicity was given to the statement of a large corporation that in the future its objective was not profits but that after paying a reasonable return to stockholders it would devote its energies to better service and higher wages. In objectives our Service has always had a big advantage because of their universal appeal, and the strength of this appeal is demonstrated every year. However, I have heard the Service criticized on the one hand for not giving all workers, particularly office workers, a clear understanding of objectives, and on the other, for depending too much upon them particularly with temporary men on fire work.

Next good organization requires that the work be divided according to some definite system and that each department, branch and individual be given a definite section or part of the work with definite responsibility and authority. This principle when strictly carried out enables the organization to conform to the instinctive desires of men. With indefinite or mixed assignments or overlapping responsibilities there cannot be satisfaction in accomplishment. Neither can one get that satisfaction which comes from feeling that one stands for something worthwhile. Many centuries ago a writer said to so plan that each man feels responsible for the victory. Unless a man understands the value and importance of his work and just how and wherein it contributes to the success of the organization in attaining objectives, he cannot appreciate to what extent he does contribute to the victory. Yet in spite of this, most organizations do not give their employees this satisfaction. This forces them to look for it elsewhere, in clubs, remormes, sports, or movement of various kinds, some good and some bad. But at best these things are only substitutes for what one should get on his job.

Another thing is the satisfaction which comes from measured accomplishment. In executive and administrative work measurements are difficult. Without a clean-cut objective there is no standard by which to measure the organization as a whole. The same is true of departments, branches, territorial units, and also for individuals. The scientifically built organization can accomplish

such a subdivision of effort that the place and importance of each position and its contribution to objectives can be clearly shown, while the organization that just grows never can.

Closely connected with definite jobs and responsibilities is the idea of standards: standard methods, standard practices, standard plans. While these are necessary for the measurements which give us one kind of satisfaction they are opposed to our instinctive desires for freedom of action which causes us to resist all kinds of restraint. This makes an integration of the two things necessary. This can be done thru the showing that conformity to minor restraints gives greater freedom in other more important lines, and permits of greater total accomplishment.

We have had in previous courses and other places, considerable discussion of the extent to which standardized methods inhibit initiative and whether or not the loss is not greater than the gain. There is a loss, of course, but is it not more in kind than in amount? In the old days we gave a ranger a district, a badge and a "use book" and told him to go "range". He did—in various ways. Some men saw visions and accomplished great things. Others did neither. Now when we look back we see only those outstanding men, those pioneers who took advantage of their opportunity. But the *average* accomplishment was not so high. That kind of opportunity will never come again, but a careful analysis of the records will, I believe, show that not only the average accomplishment per man but the actual number of worthwhile things initiated has been greater during the last five years than during any similar period in our history.

The fact that men do like to accomplish; to push, build up or aggrandize their jobs, gives all large concerns one of their chief problems—correlation. Men must be kept aggressive, yet the organization must be kept in balance. One branch must not build up at the expense of another. This correlated growth is achieved in part through the organization plan and the machinery it sets up for control and planning. Here again the organization can cater to the likes and dislikes of men. Some men are naturally active, aggressive, love to deal direct with men and equipment and make things happen. These function best in the line. Other men are interested in the why of things; they like to analyze records and figure things out. Such men are happiest in staff work.

One form of staff activity that is now in the process of development is the budget. This began as a financial budget but is developing into a general forecast for the year. A recent writer on budgeting said, "The first step in preparing the way is the *organization* of the personnel". At a meeting of the American Management Association one business man said that he had tried budgets but had given them up. The plan seemed to work well at first but one day his Superintendent came in with an unusually large order and said that it could not be accepted. He could not fill the order without exceeding his



budget and that if he did, he would be criticized. Right then the budget was thrown out the window. That sounds like some of the arguments I have heard against work plans, which are merely time budgets, or forecasts. The answer was that that kind of a budget should have been discarded sooner or never made. It missed the essential purpose of a good forecast and became a hindrance rather than a help. Still budget forecasts are used more and more each year.

As suggested above the Forest Service organization has many of these things which give greatest satisfaction and tend to draw out greatest response from the personnel. Very few organizations have more. Whether or not we have gone as far as we can is another question. We all know that we have not entirely gotten away from overlapping and conflicting authority. Your own Forest organization charts showed that. We have, however, gone a long way toward integrating the need for standards and the desire for personal freedom of action. We have demonstrated that standard methods do not preclude initiative in that the actual number of things initiated has increased. Progress is being made toward more definite measurements of individual accomplishment with the recognition and the satisfaction that goes therewith. And because these things which contribute to better human relations are being done, the average accomplishment per man is greater than at any time in the past.

However, many of us believe that some jobs do not yet receive proper recognition. The district ranger job is one of these. The ranger district is the "operating unit" for most activities. The volume of work is heavy. The kinds are many. The responsibilities are enormous and varied. It requires every art and technique of the executive. The requirements as shown on some of the organization charts submitted in lesson two were beyond the capacity of most men. Yet in the minds of the public the ranger still ranks as a skilled laborer. And this robs the ranger of a part of the inspiration that he needs, and a part of the compensation that he earns.

We should not leave this subject without mentioning "incentives" even though we did have a lesson on that subject two years ago. Special incentives are being given a great deal of attention in the industrial world today. Of course there, the money incentive is most emphasized. There are other forms, however. In its club work the Extension Service uses trips as its leading incentive. Shops sometimes use a banner which goes to the shop having the best production record, each week. Many other forms have been used. I wonder if we have exhausted our possibilities?

#### SUGGESTIONS FOR DISCUSSION

1. We are told that definite jobs, standards, and forecasts (plans) increase initiative rather than stifle it, in that more worthwhile things are actually initiated under standardized conditions. Think back over the past and see if

this conforms to your experience. For example, the Service held a conference at Mather Field in 1921, for standardizing fire equipment and practice. Many were opposed because they feared standards would inhibit initiative, and believed that initiative was needed more than anything else in the fire game. However, records show greater total initiative and greater progress in the ten years following than in the ten years preceeding standardization. The organization plan standardizes the division of responsibility and authority. Does a definite scientifically built organization plan stimulate or retard creative effort?

2. The lesson claims that the form or plan of organization helps in giving individual satisfaction and enjoyment in the job; that a definite plan well understood is necessary to the development of that feeling of "individual worthwhileness" which is a universal desire, and is necessary to bring out ones best efforts. This is contrary to the old idea that a man can do his best if he wants to in that it claims a man can do his best only when conditions (environment) are right.

The charts in lesson two showed no two Forests organized alike. This leads me to believe that the Supervisor has greater opportunity than other executives in perfecting an organization to fit the actual situation. If organization has as important a humanistic influence as lessons seven and eight suggest, the Supervisor has also a mighty big responsibility. How does that idea strike the Supervisor?

4. What should be the place of the Assistant Supervisor in Forest organization? Evidently with the differences there are, both as to kind and amount of work, he cannot do the same thing on all Forests. So instead of answering this question direct, it might be better to discuss a method for determining the place the Assistant Supervisor should occupy in any given Forest organization; what responsibility and authority he should have; to what extent he should be staff (advisory and informational) in his relation to rangers; for what, if anything, should he be directly responsible; and to what extent should he be a routine worker under the direction of the Supervisor? Also to what extent should you consider his need for self-expression through a job of his own? What information should the Supervisor consider; what questions should he ask himself before he decides? These are questions that will come up in a concrete way in job analysis; here our consideration of them is academic.



## SUPPLEMENTAL READING

(From "*The Philosophy of Management*" by Oliver Sheldon.—

*Pitman & Sons, Publisher.*)

Industry, above all, requires a motive which will weld its component parts into one commonwealth. The need for a high objective, an incentive to work, based neither on privilege nor on custom, neither on fortune nor on status, is pre-eminent among the requirements of industry. It must be stronger than the motive of self-interest, though embracing it; it must be of general application, omitting neither director nor worker. Is it impossible to picture it?—a motive comparable to that which wafted the sails of the *Mayflower* from Leyden; comparable to that which added pillar to pillar, buttress to buttress, stone to stone of our great cathedrals; comparable to that which, by the passing of innumerable feet, made a way to the Shrine of Canterbury, and a path across the desert to the Holy City of Mecca? The motives of the past, which have impelled mankind to the achievement of men's noblest endeavors, have been motives of love, of devotion, of ideals. The impulse of a great ideal has ever excelled the motive of self-interest. Industry today yearns for the thrill, the unifying impulse of an ideal, which shall lead all its workers of every class to cast aside their fishing nets of mercenary gain, to leave the Galilee of self-interest, and to set out upon the stony pathway after a common ideal. This is the inwardness of cooperation. In war we have seen it; is it incapable of resurrection in peace? It was not discipline alone, nor profit, nor glory, nor self-seeking, nor thoughtlessness which filled the transports crossing the Channel. There was more; there was the love—inarticulate, nervously suppressed, laughingly denied—of England, of justice, of what is straight and honorable in life. Precious in war, that motive is priceless in peace. \* \* \*

If management is to stand for this new motive, the manager of the future must be of a new fibre. Technique, disciplinary power, accuracy and reliability in work will no longer be his primary qualifications. The first requisite must be the gregarious instinct, the instinct for cooperating with other men, attracting them to him, welding them together. He must be less of a technician and more of a "captain"; less of a "boss" and more of a leader. Being loyal-hearted he will inspire loyalty. Being intimate with his men he will gain friendship. By appreciating subordinates he will enlist their support. Being a captain he will form a team. He cannot be passive; there is no half-way between hostility and cooperation. He cannot hide what he is. The factory is a compact corporate consciousness, which resents deception or concealed motives. Indeed, the more scientific the factory organization, the greater is the opportunity for management to spread its example and disseminate its spirit, and the greater, too, the opportunity for the workers to detect dishonest motives and paltry ideals. \* \* \*

(From "*Practical Psychology for Business Executives*",  
Published by the H. W. Wilson Company.)

We soon found that it was necessary to give some sort of continuous-progress record if we were to keep up the interest in the work, because no man could carry in his mind anything but a general impression of his progress from day to day. Progress records measure the man's increasing mastery of his work, and we feel that it is one of the moral obligations of the management to keep such records for the individual workman. Without these records men will not think of improvements in the progress and they cannot be blamed for becoming indifferent. How long, for instance, would a superintendent or manager retain his interest in the economical operation of his plant if his cost sheets were withheld? We, as executives, must have quantity, quality and economy records, otherwise our interest soon lags. Why, then, should we expect the workman to be interested when he is not furnished with a record which at least reflects one of these elements? \* \* \*

The great reason why an industry fascinates the employer but bores the employee is, in my opinion, that human psychologic laws are neglected.

I hope that psychologists may, some day, in cooperation with economists, help to a truer understanding of the nature of human freedom. What we liberty lovers are really groping for is, apparently, not to do as we *think* we please but to do what will actually please us after it is done; that is, to satisfy fairly well all of the great fundamental human instincts, of which there are many besides the instinct of self-preservation or of making a living. The workman not only longs for more pay, but he hungers and thirsts for other things which he cannot formulate, because so largely unconscious.

The problem of making workers contented, or as contented as they can be, is not, therefore, a problem simply of the distribution of wealth. It is one of introducing, or re-introducing, certain fundamental motives into industry. Just as the large capitalist does not usually accumulate for his children but for the love of accumulating, and just as inventors (as Professor Taussig has shown) do not usually invent merely, or even chiefly, for money but for the love of inventing, so the workman can be motivated also by quite different motives from the ordinary pay-envelope motive. I refer to the creative and other impulses emphasized at this session by Mr. Robert B. Wolf and others, and by Miss Marot and Ordway Tead in their books, as well as a year ago in our Philadelphia meeting by the late Professor Carleton Parker (whose important pioneer work will, I hope never be forgotten).

The war affords us a great object lesson here. Men previously apathetic in the shop, under the money motive, have exhibited a wonderful eagerness to fight for their country with no wages to speak of and with no money bonus whatever. Again, when the armistice was signed, this wonderful "morale" shrank appreciably overnight. Still again, we find that many of the soldiers



who return to work after the excitements of military life are actually spoiled as workmen. We must find ways of putting real “pep” into the worker—for his sake as well as others. \* \* \*

(From “*The Office and Tomorrow’s Business*”,  
by L. C. Walker.)

#### THE SATISFACTION SALARY

The age-old conception of pay-day as a certain day of the week or of the month has been exploded. Modern business leaders have discovered that pay-day is every day—and every hour of every day.

True enough, pay envelopes or salary checks are distributed only at stated intervals; but an invisible form of compensation is being meted out to every worker, whether wage-earner or executive, every minute of the working day. And this invisible form of compensation has actually come to be of greater importance in many instances than money, necessary as the latter is and always will be.

This invisible form of compensation is called “Satisfaction.”

It will buy nothing for the employee who possesses it, but without it he or she either will not stay on the job permanently, or else will deliver a poor day’s work.

That the prevailing wage or salary, in money, must be paid is taken for granted by every business man. What many do not seem fully to realize is that the prevailing “satisfaction salary” must also be paid. If it is not, there is a high rate of turnover in personnel or a low rate of daily accomplishment, or both. \* \* \*

(From “*Trends in Industrial Psychology*”  
by Ordway Tead.)

#### INCENTIVES AND INTEREST

Our practical, empirical knowledge of the value of incentives—both financial and non-financial—is still far ahead of our tested psychological knowledge. Fifteen years ago R. B. Wolf established some highly suggestive results in the use of non-financial incentives. The value of accurate knowledge by workers of their improved performance in terms of quality, costs, wastes, and quantity was clearly shown. Much has been done, in an experimental way with published records of output, group competitions, public recognition of individual good work and suggestions. Even so a beginning has hardly been made. Exactly when non-financial incentives, used alone, may become exploitative in character has received little consideration, although a real danger exists here.

In the setting up of financial incentives, we know in a scientific way too little about how great the incentive should be to get best results. Much use is now made of group-performance bonuses; and the impulse behind this development is sound. But, it is capable of abuse; and it is not clearly known when incentives may be tending to overstimulation. \* \* \*

### *Psychology of Group Action*

The last few years have witnessed remarkable progress in the development of a sound technique of effective small group conference methods. Developed originally to clarify and to minimize conflicts of idea and purpose in other social fields, these ideas of psychologically sound ways of uncovering cross-purposes in groups, of confronting them boldly, discussing them fully, and of striving to arrive at a new formula or a wisely devised "integration" of purposes, as it has come to be called—these have made great headway in their business applications. A number of large companies are now training executives in this new technique of conference; and it has, as was to be expected, proved of genuine aid in relation to meetings of boards of directors, executive committees, foremen's groups, and employee representation plans. The extension of the idea has been furthered by the writings of M. P. Follett, E. C. Lindeman, A. D. Sheffield and the Inquiry group, and very explicitly by H. S. Elliott's book *The Process of Group Thinking*, which is a veritable compendium of newly available procedure for small group deliveration and action.

Indeed, I regard this particular application of psychological thinking as one of the most fruitful which can be mentioned, and one likely to be still more productive of value as further study is made. The problem of getting a meeting of minds on new plans and policies ramifies in so many ways in business dealings that a technique for facilitating this is of utmost value. In group deliverative conference lies a great educational force, a great power looking toward a healthy manner of influencing, harmonising, and developing both opinion and mental inventiveness. This type of conference is one of the best single training mediums for the sharing of experience and the prior rehearsal of objections and alternatives in the field of policy. That this new procedure should win much wider popularity seems inevitable. \* \* \*

### *Training for Leadership.*

We are brought back to the pervasive and recurrent problem of objectives! The leader who is to be creative, who is to tap unrealized springs of sustained effort in those led, who is to release the human energy which others stand ready to summon, is now coming to be seen as one *who knows how to contrive the whole setting in which he works so that it will support his implicit and explicit affirmation that a truly common end is being served as the enlightened aims of the leader are being pursued*. This is no easy task; but it is the basic requirement of the summoning of loyalty from those to be led. Any less pro-



found view than this, which assumes that leadership involves some mild form of hypnosis, or stampeding of people's desires, or persuasion based on the beguiling personal magnetism, is now seen to be psychologically shallow, inadequate, and ephemeral in its influence. \* \* \*

### *Conclusion*

It is in this splendid affirmation that we labor not to make money but to make men, that the everlasting yea of our century will be found. And it will be found to be based upon an analysis of human nature which substantiates at every important point the intuitive vision of all the world's great prophets and teachers as to the inner meaning of human life, and the supreme worth of growth in personality. This is no mean accomplishment which is in the making. A profoundly scientific outlook in the psychological field is by way of leading us back, even in the strident arena of business, from the repressive, inhibiting motives of the countinghouse, to the releasing, satisfying objectives of fostering the development of well-rounded persons. Nothing less than this, as a matter of mental outlook, is demanded for mental health and sanity.

That is why I say that the service of a still infant science of psychology is already beneficent because it calls us all back to preoccupation with those problems in economic living, in the solving of which lies one of the abiding sources both of personal satisfaction and of a deep conviction as to the worth of life itself as a creative reality. \* \* \*

(From "Men—Not Things" by Malcolm C. Rorty, Published  
in the *Taylor Society Bulletin* for April, 1930.)

### *Esprit de Corps in General*

We pass now from questions of organization structure, in order to consider the general methods of management which tend to build up a sound *esprit de corps*.

The old maxim that a stream can rise no higher than its source applies with particular truth to a business or industrial organization. It is often said that the president is known by his office boy, and it is a matter of common experience that, in the majority of business and industrial organizations, the character and point of view of the personnel are colored throughout by the character and qualities of the chief executive officer, or of one or two dominant figures on the executive staff. If the chief executive is of high intelligence he will be apt to appoint and retain intelligent subordinate officers. If he is of mediocre intelligence he will tend to surround himself with intelligences of the same type. The executive who has that wisdom and judgment that is higher than intelligence will surround himself with subordinate officials who may outclass him in fundamental capacity, and yet willingly serve him because of his human qualities. On the other hand, the executive who resents independence of thought on the part of his subordinates will, in due time be wholly

surrounded by "yes" men, courtiers and office politicians.

The ideal executive will almost automatically secure from his subordinates all that energy and effort which they might put into business ventures of their own. Competent observers state that 50 per cent of the chief executive officers of the great American corporations represent a reasonable approach to this ideal, while, on the other hand, 25 per cent are deficient in intelligence, and another 25 per cent are deficient in fundamental character. It is, however, easy to criticize and difficult to suggest a remedy. Corporation chief executives on the whole represent a superior rather than an inferior cross section of the American people. A considerable number of such executives head industries which they themselves have developed; others are the accidents of circumstance; but the great majority represent the best selections that boards of directors have been able to make. \* \* \*

Every man who is a candidate for an executive position should be examined from three angles—from the top, to find how he deals with his superiors; from the side, to see how he deals with his associates; and most important of all, from the bottom, to see how he deals with his subordinates. If all prospective chief executives of corporations could be examined from these three angles, it is probable that many mistakes might be avoided, and some part of the special problem that we are now considering might then be solved.

A further suggestion that has been made is that the board of directors, in addition to the annual financial audit, should secure an annual personnel audit, with the idea of checking the more obvious abuses that take place when the chief executive falls short of ideal qualifications.

None of these suggestions can be looked upon as more than an indication of a growing attention to the dominating importance of the chief executive's position. The fact remains, however, that personnel work in the lower ranges of corporate organizations has advanced far beyond that in its upper ranges, and that further progress in the quality and character of corporate organizations will depend very largely upon the extent to which chief executives are intelligently selected for their work, and cease to attain position, as they have in the past, very largely by chance or through success in political struggles for preferment.

What has just been said does not pretend to be a complete answer to a question that will probably sprout perennially, so long as human beings are human beings. Yet the facts indicated must be recognized when the question is asked, "How should large groups be organized and managed to secure the ability, capacity and energetic effort of each individual as though he were in a small business of his own?" The beginning of any answer is—first select a good chief executive.

When a capable chief executive has been established in office and an effective plan of organization has been adopted, the work of building up a sound



*esprit de corps* has, of course, only begun. It is unnecessary to discuss here in detail all those elements of management that have been found useful in developing and maintaining the loyalty and energies of a working force. But it may, nevertheless, be worthwhile to consider certain expedients that are sometimes overlooked by even well trained and competent executives.

### *The Value of Definite Objectives*

The first in importance of these special expedients is probably that of setting up a definite annual objective for each executive. This may be measured in the efficiency of production, or in volume of sales, or in such other manner as is appropriate to the particular business involved—the important thing is that each junior executive shall have laid out for him, or preferably shall lay out for himself, each year, a tangible objective for next year's work. The skillful executive will avoid arbitrary "bogies" and will seek to set up in each case an attainable, but not too easily attainable, objective. In many cases he will restrain the optimism of a junior executive who may wish to undertake an impossible task, just as in the reverse direction he may raise the limits of effort somewhat for those who are inclined to set too easy a pace. In some instances situations will develop, or exist, where a failure to go backward will represent high achievement, and it is quite as important that these special conditions shall be recognized, as that adequate programs for improved performance shall be established in other cases.

This personal measuring up of each junior executive's problems by the chief executive is one of the most important jobs that the chief executive can undertake, since nothing destroys the morale of an organization more rapidly than for mediocre men to secure advancement and credit, and for good men to be discredited, for reasons beyond their control. Certain factors in performance can always be measured with substantial fairness in a mechanical way, but the use of arbitrary bogies in all cases is usually more harmful than the crudest work that can be done on the basis of a full study of all the factors involved in each situation.

Since this question of bogies and of credit for performance strikes so directly at the question of organization morale, it is frequently desirable for the chief executive to utilize a disinterested committee of his subordinates for the establishment of the annual objectives. It is important that the members of this committee shall be capable and disinterested, but it is even more important that they shall be so recognized by the junior executives whose performance is to be measured on the basis of their decisions.

### *Freedom for Experimentation*

An entirely separate problem from the setting up of an annual and other objectives is that of allowing to the junior executives, and perhaps even more particularly to the unit staff specialists working in association with such executives, a reasonable latitude for the trial and development of new methods.

The initial setting up of standardized or semi-standardized methods throughout an organization, if done intelligently and with due regard for special conditions, need not be destructive of organization morale and initiative, provided it is clearly understood that suggestions for future changes and improvements will always be welcome.

Experimentation and change always cost money, but a skilled executive will always permit an occasional experiment to be undertaken, even though in his opinion clearly foredoomed to failure, rather than to have the impression spread throughout the organization that no suggestions for changes in methods will be welcome. It is even possible to set up a definite routine for experimentation, under which the requirements will be:

1. That the junior executive proposing a change in methods shall outline in writing the proposed change, the advantages expected, the cost of an experimental trial and, finally and most important, the cost of reverting to standard practice again if the experiment proves to be a failure.

2. That any experimental change shall be submitted in advance to the appropriate general staff specialists and shall not be undertaken unless the junior executive, after studying the comments and criticisms of such specialist, still feels that the experiment will be worth while.

3. That the annual cost of all field experimentation shall be limited to a sum total representing a reasonable outlay for the maintenance of this particular type of initiative in the various units that are involved.

### *Uniformity of Personnel*

Still a further consideration, closely connected with the building up of a sound *esprit de corps*, is that of establishing a reasonable uniformity as to the intelligence and character of the individuals that are on similar levels, or are otherwise brought closely into contact within the organization. It is a very true saying that there is no hatred like that of a second-rate mind for a first-rate mind. There may be a few rare first-rate intelligences that have the Machiavellian qualities necessary to avoid conflict with second-rate intelligences but, generally speaking, the conflict between the two is bitter and inevitable, and will be aggressive on the part of the second-rate intelligences as long as these are in the majority. If, therefore, an executive wishes to raise the standard of any group, by introducing one or more higher intelligences, he must be prepared to see these conflicts continue until the second-rate intelligences are reduced to a minority and are thus compelled to assume a defensive position.

A very similar situation exists when the differences are those of character rather than intelligence. The old saying regarding the single bad apple in the barrel holds true in such cases, and the retention of even one selfish and unscrupulous individual as a member of an otherwise sound group may do damage to the organization morale that much earnest effort in other directions cannot offset.



## *The Dead-Ended Employee*

And now for a final special consideration bearing on the question of general *esprit de corps*. The progressive executive is almost certain to draw to himself an excess, rather than a deficit, of talent. His organization will be alive and constantly changing rather than fixed and immovable. Under these conditions he will find, as time goes on, an increasing tendency for both the older and the younger men to become dead-ended without adequate chances of promotion. Such conditions inevitably react upon morale, and the skilled executive will make it one of his primary obligations to seek outside of his own organization, if necessary, for opportunities into which these otherwise dead-ended individuals may step, not as a matter of compulsion, but as a matter of free choice. The good executive may occasionally lose a desirable subordinate if he maintains always an attitude of willingness to see any subordinate better his opportunities, but his reputation in this respect will spread and an occasional loss of the kind indicated will be more than offset by the improvement in the calibre and qualities of becoming applicants. \* \* \*

(From "*Industrial and General Administration*",  
by Henri Fayol.)

### *Periodical Inspections of the Organisation.*

It would be very unwise not to make periodical examinations of all the parts of a machine, particularly if it was a complicated machine, as one would be running the risk of loss of output, accidents, and even breakdowns. Daily inspection probably in rather a superficial way, is not a sufficient guarantee of good condition.

The need for periodical examinations of administrative machines is just as great, but such examinations are very seldom carried out. There are various reasons for this.

First of all, there is no clear decision as to the form of design to be adopted. While it is easy to tell how a part of a machine should look when it is in good condition, we usually have no exact ideas on what the organization of a function or one of its elements should be. We are accustomed to different and changing forms of organization, and the repair to be made is not clearly evident. Then, what concerns the staff generally needs more time, care and moral energy than a mechanical operation. In improving one's staff, one needs to be sustained by a feeling of high moral responsibility, which is never found unless managers are secure in their positions.

It is, therefore, advisable to have a definite rule, which enforces automatically, so to speak, a periodical examination of the organisation, and the following rule will meet the case: "Every year, at the time when the annual programme is drawn up, a careful study must be made of the structure of the organisation, with the help of charts."

These charts represent the hierarchy of the staff of the concern, and show each man's immediate superior and subordinate; they are a sort of photograph of the structure of the organisation at a particular instant. Two charts made on different dates show the changes which have been made in the organisation during the interval. These charts are of great value for periodical examinations and they are just as useful at other times for avoiding the bad arrangements to which hasty changes in organisation only too frequently give rise; such flaws in organisation, which are difficult to realise from a description, jump to the eye on a chart. It acts like a gauge through which a defective shape cannot pass.

Charts are also very useful from the point of view of the principle of unity of command. We know that dual command is the source of a great deal of friction, but it often occurs through small defects in organisation, which a chart will reveal and enable one to avoid. Charts of the staff, which are always kept up to date, are a part of administrative equipment to which the head of a unit, and particularly the head of a large unit, is constantly referring. \* \* \*

*(From "Industrial Relations" by Whiting Williams.  
Published in the Bulletin of the Taylor Society  
for June, 1930.)*

I have in mind a certain great corporation which you would all say, if I were to name it, could rightly be considered an American institution, one whose permanent service and unquestioned reliability are everywhere accepted. Yet right beside it in the same industry is another corporation which remains nothing but an ordinary company, possessing nothing like the attributes of an institution. That represents a tremendous difference in values for all parties at interest, including the stockholders. Yet the difference is made up almost entirely of intangibles. And those intangibles, in turn, are certain, I submit, to consist largely of values felt intensely by the personnel within and recognized widely by the public outside the organization—values derived finally from the worthiness of the organization's function and made by company performance sufficiently recognizable for ennobling every participant in that function's fulfillment.

Even if the manager should be otherwise inclined, I feel sure that society itself is going to require him to make sure that his men find their chief joy, not in their leisure, but in their work. \* \* \*

Even the worker tends to make the same mistake as all the rest of us. We see the joy and pride of our own responsibility but miss it in the other fellow and we are all like the professor's scrub-woman. Hearing the woman sigh deeply every time the chapel clock struck the hour he asked her why her work was troubling her. "Me a-groanin' about *my* job? I was thinkin' of them poor stoodents over there a-slavin' of' their lives away." Every one of



us, universally, is everlastingly seeking these blessings in our jobs; and if we do not find them there—if industry cannot help men to find them—then I believe the time will come when government will step in and insist upon it.

But, without social pressure from outside, more and more managers, surely, are going to get below the oversimple superficialities and easy-looking formulas and see the necessity and the wisdom of giving more and more attention to the proper motivation of their associated employes. Just as rapidly as materials, machines and methods become more and more standardized, so rapidly does the human factor offer larger opportunity—and larger compulsion, yes, larger financial compulsion—for leadership and statesmanship. \* \* \*

The building of an institution from which people can confidently expect ten, twenty, forty years from now, a certain type of useful, reliable response, just as they do from Yale or Harvard, is a job which requires the manager's far, far look. Such a far look is likely to be a fair look. And such a fair look, beside depending upon unquestioned honesty and unfailing justice in its dealings, is sure, I believe, to view the whole problem of the control of men and their energies as a control which works best when based upon the internal, not the external, springs of human action—and better when based on men's hopes than on men's fears. Such a far, fair look will probably also discern that men respond better to the appeal of opportunity than to the appeal of increased security.

The great difference between Europe and America is that abroad the worker has sold his birthright of opportunity for a mess of security. In this country the worker has less security than he should have, but it is earnestly to be hoped, I believe, that such additional security shall not be paid for in terms of worker opportunity.

In conclusion, the great industrial executive leader is going to have, as never before, the job of painting before his men a perfectly clear, well understood and altogether worthy objective for his group. If he does that, then the next step, once his followers understand it, is to make evident to all his desire that these his associates shall have some measure of partnership in that objective's achievement.

In spite of the gratifying progress made these last ten or fifteen years, the responsibility and the opportunity here is nothing less than huge. During my experience as a laborer, it seemed that few if any organizations cared a rap whether I as a worker cared about my work. Altogether too often, certainly, it was assumed that we were doing what we did, not because we liked it, or even so much as understood it, but simply because we felt we had to—had to or starve. And all the time, I believe, we workers were all but praying that not less but *more* might be asked of us. To have obtained this surplus from us would have cost nothing but a little more explanation of the action's purposes

and value and a little more appreciation of our worth as helpers to that purpose's attainment.

So I like to believe, first, that in the future as never before the manager is going to help his associated workers to find and develop in their work the significance and hence the joy they pray for; second, that thereby this manager is going to release for the benefit of all a maximum of enthusiastic and correlated energies. And finally, that by these means he will help to build great business institutions whose purpose and performance will not fail to represent the melting point of the best interests of all concerned, including that public which is the master of us all.

But such a builder—such a leader—will achieve only insofar as he shares the great adventure with his companions—following such appeal to the brotherhood of work as King Henry the Fifth made to the brotherhood of warfare, when, according to Shakespeare, he addressed his battered English soldiers the night before the Battle of Agincourt in France

*“For he today that sheds his blood with me  
Shall be my brother; be he ne’er so vile  
This day shall gentle his condition:  
And gentlemen in England, now a-bed  
Shall think themselves accursd they were not here,  
And hold their manhoods cheap whiles any speaks  
That fought with us upon Saint Crispin’s day.*





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# DISCUSSIONS OF LESSON 8 ORGANIZATION STUDY

APRIL 2, 1931

J. E. RYAN

KANIKSU

NEWPORT, WASHINGTON

1. A definite scientifically built organization should stimulate creative effort. Such an organization would no doubt practice consistency and provide definite lineups for all members. Each individual would be given definite responsibility to accomplish a definite purpose under definite standards and policies. Methods and standards are susceptible to improvement and the definite elements of an organization do not plug the outlet for creative effort. Indefiniteness in the form or policies of an organization does not promote the right kind of creative effort and encourages following the lines of least resistance.

2. Within certain limitation the Supervisor may shape his organization for the purpose of increasing individual satisfaction and enjoyment in the job. No one will realize much happiness in his job if definite authority and responsibility are lacking. Some standard to measure accomplishments and individual objectives are essential to the promotion of individual happiness in the job. The average man will get considerable more kick out of constructing 100 miles of trail if that is his objective than would be the case if he was just building trail without any definite goal in view.

3. Assuming a Forest organization consisting of the Supervisor, Assistant Supervisor, Logging Engineer, Executive Assistant, six district rangers and five timber sale rangers, Improvement work, fire control and timber sales constituting the major activities. The Assistant Supervisor should be delegated the responsibility for obtaining results in protection and improvement work and should be given line authority in supervising these activities. He should be advisory and informational in his relations to rangers in matters involving existing plans, policies and personnel matters. Routine work directed by the Supervisor should be avoided if possible to handle the routine work in some other manner. Probably the majority of Assistant Supervisors fall heir to more directed routine jobs than good organization principles can justify. So far as compatible with acceptable organization principles, the Assistant Supervisor should be given responsibilities of his own. The Supervisor should consider any possibilities for overlapping or conflicting authority the proper balance of his organization in relation to volume of work, economy of administration and anticipated results in attaining his objectives.

RAY PECK

GRAND MESA

GRAND JUNCTION, COLORADO

1. In thinking back over the past it seems to me there has been a lot of

duplication in Forest Service work. Much valuable data has been collected and lost through failure to incorporate it in usable records. Much time and money were spent in the old days in timber and grazing reconnaissance and because definite standards of doing the work had not been worked out much effort was wasted. We are going over the same ground again now and for much less cost are obtaining worth-while maps. Initiative, unless controlled by standards and well thought out plans, is apt to travel in circles over the same old ground. Everyone likes to progress.

Filing notches on gun handles was the method used by the early day law enforcement officers to denote progress and worthy objectives accomplished. Prison authorities claim that the worst punishment they can give a man is to make him do aimless, useless work.

2. A definite, scientifically built plan not only stimulates creative effort but it revives interest, does away with useless worry and makes the men realize their responsibilities which, in turn, increase their self respect. There is an ample field left for the display of initiative in devising methods of cutting down time on every job and thereby increase their batting average.

Periodic competitive statements of accomplishment are undoubtedly of immense value in creating interest.

4. In the old days the Deputy Supervisor was between the devil and the deep blue sea. Disagreeable jobs that the Supervisor didn't like were saddled off on him. Rangers often questioned his authority and he often questioned it himself. It was extremely easy for him to get in dutch with both the Supervisor and the ranger force. When hard pressed, he could pass the buck to the Supervisor. There is no question but what this job requires a definite division of the Supervisory work with responsibility and authority clearly outlined.

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FRANK J. JEFFERSON

MISSOULA, MONTANA

What would one think of a farmer who left his several employees to choose their own jobs, who allowed them to harvest the crop by methods ranging from the old fashioned "cradle" to the tractor drawn "combine" and, who left to each his choice of a crop to plant? His banker, at least, would think him an unsafe risk for a loan. Yet where lies the difference between this type of farm management and a type of forest management which fails to set up the duties and responsibilities of the individual, fails to define acceptable standards of performance, and fails to set up the objectives to be attained by the coordinated efforts of the forest workers.

We hear that "our job is different." Certainly it differs from others but, so does the doctor differ from the lawyer, and the lumberman from the rail-roader. None of these differ, however, in their fundamental dependence for profits upon well planned coordinated effort.



The chief objection, apparently, to the defining of jobs comes from the man who is doing a job to which he is not inclined. On the right job he would likely be a booster for the principle. Objection to standards usually comes from a lack of appreciation for good workmanship, and objection to plans ahead from (what shall I say) mental laziness? So, after all, doesn't the problem simmer down to one of personnel management? The keeping of people interested, alive to the purpose of the job at hand and keenly aware of the place of that job in the mosaic of jobs that when completed spell an objective attained.

And, P. K., with reference to Mather Field; don't the results of 10 years speak more for our progress in personnel management than for all else? I leave decision to you.

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CARL B. NEAL

DESCHUTES

BEND, OREGON

The duties of the Assistant Supervisor on this Forest are general supervision, planning, inspection, and trouble shooting. This applies to all activities on all Ranger Districts. In this capacity, the Assistant works with, or alternates with, the Supervisor. "In the absence of the Forest Supervisor", which means in any of his contacts with the Forest personnel where the Supervisor is not present, he has the "responsibility and authority" of the Forest Supervisor. In addition to the above work, he is responsible to the Supervisor for improvement work and grazing. For motorized road construction and maintenance work, he works through a Road Superintendent. The other work he handles through the respective District Rangers. He probably spends two-thirds of his time on these two activities.

What responsibility and authority an Assistant Supervisor should have depends upon many things, but most particularly upon the qualifications and capability of the individual man. In the ideal situation, the Supervisor and Assistant Supervisor will have periodic discussions of the problems on the Forest and how they should be met so that the Assistant will be able to act on the majority of questions which come to him without first referring to the Supervisor for his approval. I believe that is the way it has worked on this Forest during the past year.

"General supervision" is an intangible job, and for this reason unsatisfactory to most men who work directly under the Supervisor. It does not give him an opportunity for self-expression through a job of his own. Where the Assistant Supervisor is held responsible for specific activities, such as improvement and grazing listed above, he has this opportunity. I have found that men in the Assistant Supervisor position appreciate having specific activities assigned to them, for this reason.

1. Standards are sound and based on true business principles and nearly everyone likes to know of what his job consists. It does away with the trial and error system and produces a dividend in-so-far as the Forest Service is concerned in more and better work performed. Incentive is not stifled due to the fact that we do not claim our standards are 100 per cent perfect and are willing to reconsider a change whenever convinced that a change is necessary or beneficial to our organization.

Conditions are constantly changing and likewise our standards must be revised from time to time to more nearly keep pace with such changes. To do otherwise would mean stagnation.

2. A man can do his best work only when he understands the job and has a plan to follow, and while there is considerable satisfaction in one making his own plan, back of all must be the interest in the job if he is to be successful for any great length of time. Real men will not stay on a job where accomplishment is lacking regardless of the salary, due to the fact that they are interested in forging ahead and getting things done.

3. The Supervisor's force is ordinarily a very good cross section of the Supervisor himself, and on this basis his responsibility is heavy from several viewpoints, organization being the vital factor.

4. The thought with me is to so train the Assistant Supervisor that he can successfully take care of the Forest for any length of time.

To do this, he must be given almost unlimited authority to act during the Supervisor's absence, to feel that the responsibility is his as well as the Supervisor's and that team work is being performed.

When assigned a job, he should not be interfered with if reasonable progress is being made, but should feel free at all times to ask the advice of the Supervisor. Real mistakes should, of course, be brought to his attention but trivial discrepancies if harped on may lead him to believe that you are solely intent on finding something wrong and that he cannot expect to please you.

The responsibility and authority given an Assistant Supervisor should vary according to the qualifications of the assistant, the quantity of supervisory work to be done on the Forest, and the confidence the Supervisor can place in his assistant. An assistant should be given all the authority and responsibility that he can handle and this should be passed out to him as fast as possible.

When a new assistant first comes to a Forest, his Supervisor, naturally, must first know to his own satisfaction just how much dependence can be placed in the man. The Supervisor must guard against his assistant getting him into a jam. Assuming, however, that the assistant has the necessary qualifications, it should not take the Supervisor long to find out just how much dependence can be placed in the man and responsibility and authority should be given out as fast as possible to the extent that the assistant can take charge of and run



the forest for any length of time.

The assistant should be almost entirely staff in his relation to Rangers unless the Supervisor has turned over to him entire control of some phase of the work, such as grazing. It is very rare that an assistant has to give orders to a Ranger. Usually a situation involving a decision by an assistant can be substantiated by an established policy. If it is necessary for an assistant to give a direct order to a Ranger, he should not hesitate to do so but should report the case as soon as possible to his Supervisor.

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C. C. HALL

SANTIAM

ALBANY, OREGON

1. A definitely built and scientific Plan should stimulate creative effort. But just how scientific are some of our Work Plans?—even some of the best. We make our plans six months or a year in advance and the enemies of these plans—indefinite allotments, fire and weather—will not be put in their proper place and the plan is not a success. Too fine detail in Working Plans that reach months ahead is very apt to discourage the men when, without any fault of their own, they fail to work out.

In many cases the Ranger will feel that he has failed in *that which is of record*, regardless of his knowledge that he has done his work well. He feels he can be criticised either for failure to carry out the plan or for not building a practical plan.

2. The Forest organization is, I believe, practically standardized. The difference is in detail to take care of the different conditions. The difference in organization is not so much a choice of organization or methods but is made necessary on account of fitting in with local conditions as the Supervisor finds them.

The Supervisor certainly has a big responsibility. In many cases it is not believed that his authority to adjust his organization is commensurate with his responsibility.

3. The place of the Assistant Forest Supervisor in Forest organization is that of understudy. He should be the Supervisor's representative in the field and authority limited only by his capabilities, except that in all his actions he should recognize the general policy and responsibility of the Supervisor.

After all the main thing is to get the work done—to accomplish things. Why should he be considered for a "job of his own"? His job is to second the Supervisor and succeed him. Is not that sufficient job, and does not that give his opportunity for "self-expression"? His success depends upon how well he handles his job. His opportunities are equal, if not greater than any in the organization.

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A. C. FOLSTER

LA SAL

MOAB, UTAH

2. Conceding that the supervisor has a big responsibility, it is no bigger

than what he makes it. With a scientifically built organization plan, individual worthwhileness should be developed. A greater degree of decentralization will lessen his responsibility and should stimulate creative effort rather than retard it.

3. Assistant supervisors should be assigned some definite job. This would vary with the class of work on the respective forests. On a fire forest he should maintain an important position as organizer or fire chief with delegated authority to act. On some forests it might be roads, on others "bug control", etc. In any event he should be made to feel that he has an important place in the organization plan, and not merely a make-shift. Why do some supervisors develop more supervision material from their organizations than others? My explanations of this are greater decentralization, delegated authority, confidence in his men, and last but not least, willingness to share in the victory.

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P. V. WOODHEAD

ROUTT

STEAMBOAT SPRINGS, COLO.

3. I feel sure that we are, as a whole, somewhat lax in saying definitely just what the Assistant Supervisor's place is in the Forest organization. Too often he is the man to whom is assigned odd jobs and project work. In other words he is too much of a staff man. If he comes up from the ranger grade, as he usually does, he has been accustomed to line authority on his district. We trained and encouraged him to make decisions as a ranger. If, as Assistant Supervisor, he finds himself in a place where he has little line authority and few opportunities to make decisions his morale suffers. The ranger job which he left probably looks more attractive than the new assignment.

His place in the organization will, of course, not be the same on all Forests but from an organization standpoint the Assistant Supervisor job in the Forest Service should mean something definite just as the Forest Supervisor's job does. It is important that the man filling the position and the other members of the organization know just where the Assistant Supervisor stands. In deciding the point on a Forest the Supervisor would consider: (1) the character and volume of work to be done by himself and staff and (2) the qualifications of the Assistant Supervisor, his probable future place in the organization, and his need for training to fit him for advancement to that position.

In general, I think that the Assistant Supervisor should be given full line authority over some particular territory or function. Under territory, he might be given the same line authority that the Supervisor has over one or more ranger districts. Or he might be made a "timber sale deputy", "fire deputy", or "grazing deputy". When so assigned the Supervisor should inspect the territory or function with the idea of checking the Assistant's work rather than that of the ranger. Such an organization line-up will give the Assistant the needed opportunity for self-expression. Training will be more by doing than by absorption. His ability to make decisions will be strengthened.



On most Forests he will also have to do staff work for the Supervisor and to some extent for the rangers. There should be some staff work in order to balance the job from a training standpoint.

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JAMES O. STEWART

ASHLEY

VERNAL, UTAH

1. A definite scientifically built organization plan stimulates, rather than retards creative effort. The man without such a plan must depend very largely upon his memory in order to plan in his mind what is to be done. Without a carefully built plan—one that has been subjected to careful scrutiny, trial and analysis, he will overlook many important things, even though he may have an exceptionally good memory and clear mind. The definite, scientifically built plan enables the user to direct his time and energy toward achieving the important objectives and weeding out the less important and non-essentials. From achieving the most worth-while objectives, the executor of the plan obtains that very important compensation called "Satisfaction". Without a definite, scientifically built plan he is jumping from "pillar to post", doing this and that job as it comes to his attention, and very often the more important jobs are not done at all. As a result the individual is not satisfied with his accomplishments or his work, and this results in lowered efficiency.

2. I don't agree that the claims made in the lesson that a definite plan, well understood "is contrary to the old idea that a man can do his best only when conditions are right." The definite plan, well understood, creates the favorable conditions. The plan is one of the most important of the favorable conditions.

3. Organization has an important humanistic influence, and the supervisor has a big responsibility in organizing to the best advantage. It is possible for the supervisor to shape his organization and build definite plans so that each individual has a high regard for his own personal responsibility and reaps satisfaction out of attaining objectives which he feels, and in most cases are, the direct results of his own planning. It is on forests with such organizations where we find a high degree of efficiency in getting jobs done and furthering the aims of forestry. It is from the personnel of these organizations that promotions are made to places of higher responsibility.

Now and then we find an organization where the supervisor, or manager, dominates the whole field. A subordinate officer or employee hardly dares to make a move without first consulting his superior. The subordinates must be "yes" men if they stay in the organization. Such an organization will not grow as it should and is often doomed to failure.

4. Primarily the Assistant Supervisor should be an under-study of the supervisor, as he is in a training position for supervisor. In order to get the proper training, as well as be of the greatest value as a cog of the forest machine, he must be largely a staff man to keep the supervisor advised and

informed. He must also carry a certain amount of authority and responsibility in order that a measure be obtained of his ability to carry responsibility. He may be given the direct responsibility of carrying on the major forest road construction and maintenance projects, or he may be given the direct responsibility for seeing that the rangers have their grazing allotment boundaries properly established, range inspections, etc. Where he carries direct responsibility, the rangers should be so advised so that they will know that they can depend upon him as being the next higher authority. In other lines of work he may be a staff man (advisory and informational) in his relation to rangers, such as assisting and instructing in timber survey work, range and forest investigations, etc. In the absence of the supervisor he may be acting supervisor, in which case any instructions given by him should carry the full authority of supervisor, and he would have like responsibilities. He should be a routine worker under the direction of the supervisor to the extent of becoming quite familiar with all the work he would need to know in order to properly fill the "shoes" of a supervisor. Also he should be a routine worker under the supervisor to the extent of doing various jobs that fall to a supervisor which he has't time to handle but can delegate to his under-study.

The Supervisor should not assign work to the assistant so that the assistant will become primarily a specialist along one or two lines. The assistant might be of more value to the supervisor if used in that way, but it would nullify the assistant supervisor position as a training ground for supervisor.

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J. W. HUMPHREY

MANTI

EPHRAIM, UTAH

1. The division of responsibility and authority, as provided in a carefully planned organization with definite standards, will force all officers right up to the line, both as to quality of work rendered and time requirements. The planning of the work and the study of the job necessary in the preparation of the plan will, no doubt, suggest things that need doing and careful thought will enable us to develop better methods of doing this work. The preparation of plans is a drudgery and worry to some, with others it may be more or less perfunctory, for the majority, however, I believe, it means much more thought and care in planning work, higher grade performances and stimulated interests. The benefit to the many, no doubt, exceeds the loss to the few keen workers under the old system to whom plans may retard creative efforts.

2. Conditions (environment) are right for the majority of us when we are forced to extend ourselves to the best that is in us. Standards make it possible to measure our work and compare accomplishments with others. We are all desirous of measuring up, reasonably well, with others in our class. This puts pep into the work and provides the satisfaction that is necessary to hold men to their best.

3. The differences shown in the Forest organizations may be due, in part,



to the fact that many Forest organizations are more or less of an accident, shaped to meet a situation as best we can. The ideal organization would be considerably different in many cases, I am sure, if it were practical to shift rangers among forests and place men in positions they are particularly qualified to fill. However, because of conditions with regard to schools and for other reasons many men would leave the Service before they would accept a transfer to another district or forest. Some headquarters are highly desirable, while others are quite the reverse. A better man may be stationed in the most desirable headquarters and a poorer man in the less desirable headquarters. It is sometimes expedient to retain a good man in a desirable headquarters rather than to cause him to leave the Service by attempting to move him to a less desirable headquarters, even though the work may be more in keeping with his training and ability. Transfers between forests and districts are governed largely by the attitude of friend wife. I wonder if it isn't better business management to retain a man performing satisfactory service in a location, rather than to move him against his will and cause him to work under home conditions that might interfere with his doing good work on a more important ranger district.

4. The Assistant Supervisor position is largely a training assignment for the Supervisor's job and, I believe, the assignment is usually made to provide that training which the particular individual needs most. If this is correct, the Assistant Supervisor should be given as much as he can take care of along the particular activity in which he needs training. He should be given careful supervision by the Supervisor to see that he understands how the work should be done. His work should not be confined to the one particular activity. We acquire skill and confidence in doing and the wider the experience, the better prepared will the officer be for the position he is being fitted for. Where the officer has had wide experience in one particular branch, he should possibly be considered a staff officer, so far as that activity is concerned. There is always so much work to do in the Supervisor's office that his assistance is needed in keeping up with routine and special work. This will give him experience that will be of benefit to him later on. Generally speaking, the Assistant Supervisor should be given the same authority to act, when he is assigned to certain work, as the Supervisor would have if he were doing it. The Supervisor is in a position to check up on the work done and he should start in carefully, making the assignments light at first and assigning more difficult tasks as fast as the A. S. is able to handle the work.

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J. F. BROOKS

SELWAY

KOOSKIA, IDAHO

1. A scientifically formed organization should produce more creative effort. For one thing, such an organization will have a part whose definite job is to study its problems carefully and unhurriedly and to evolve accurately determined solutions. The individuals most capable of creative effort are

given opportunity to exercise their ability.

Standardization does not imply a stifling of creative effort. In an organization the ideas of the individual are considered but must be shown to have merit before being accepted. Standards are constantly shifting and there is ample opportunity for the individual to take part in improving them if the organization is really scientifically built.

The members of a well organized business are relieved of many details and are much freer to give thought to the creative needs than they would be in a haphazard organization without efficient methods of doing routine work.

2. I agree that a man must have more than just a desire to do his best if he is to do it. Unpleasant business associations, unreasonable demands of employers, below-par working conditions, and such features despirit a person so that the desire to do his best soon leaves. For example, a man grading lumber in a poorly lighted shed, no matter what the desire is, cannot do good work if he cannot see the boards. And no more can he do his best if he is compelled to spend his out- of-work hours under distasteful conditions.

The Supervisor's dealings with men constitute a major responsibility and if he is not successful in this phase of his work his chances of "making it" are very remoted.

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G. E. MARTIN

ABSAROKA

LIVINGSTON, MONTANA

1. The setting up of definite jobs and standards makes possible the performance of a satisfactory volume and quality of work. This brings satisfaction to the worker and stimulates the initiation of new related lines of activity which will promote the work for which the individual is responsible.

2. The organization that sets up definite worthwhile objectives, clearly defines the best known methods and practices in attaining the goal, fixes individual responsibility, and leaves as much latitude in the matter of working out details as the individual worker is capable of redeeming, appears to be the plan that gives the most individual satisfaction in the job.

4. Very probably as the job analysis progresses the fact will be brought out that the activities of Assistant Supervisors have been largely confined to specialized lines of work. It would seem that the most economic Forest unit is one which would not require an Assistant Supervisor in the plan of organization. For example, compare the opportunity for simple, direct flow of authority from the Supervisor to the units of execution (ranger districts) shown by the Forest organization chart, page 2, Lesson 2 Discussions, as compared with the possibilities for duplication of travel and overlapping authority as indicated by complex Forest organization chart on the next page. True, that is the function of the Supervisor to so correlate the work of his organization that such difficulties are overcome. But that is no small task in a Forest organization with its widely distributed personnel and varying conditions necessitating frequent change of plans.



1. I must admit that I was one of those who objected to "over-standardization" in Forest Service practices in general. Time and experience, however, have shown that the rank and file have been stimulated to stronger effort and greater accomplishment under better organization and standardization than under the old individual free initiative scheme. Standardization properly applied gives the ambitious and progressive individuals more time for individual thought and initiative on the larger problems of administration and management, and gives the organization, as a whole, more confidence in the organization and more time to further its ends and more opportunity to help it grow.

2. Probably the supervisor has as large a responsibility as any man in the organization in bringing out the best that is in the men who have the most direct and most frequent contact with the Forest-using public and the job itself and the supervisor should, by example, and contact with those men, stimulate growth in knowledge, practices and character which will further the usefulness of the individual to himself and to the public. It seems to me that this is one of the largest, if not the greatest responsibilities a supervisor has.

3. In the old days many a good ranger declined promotion to the position of deputy supervisor. Many, of which I was one, looked on that position as a stage of "purgatory" through which a ranger must pass to get beyond or be served as a shock absorber between the supervisor and the rangers. This is no criticism of the supervisors under whom I worked in this position as I was extremely fortunate in being given all the responsibility I could redeem. However, the individual supervisors have been allowed to use their assistants as each in turn saw fit and consequently this position has meant little or much to the incumbent depending, in a large measure, on the attitude his supervisor took toward him or the position. Today the Asst. supervisor job is still the most indefinite position in the Forest Service organization. If these men are to grow into future supervisors, as they and the organization have a right to expect, they must be given responsibilities and authority just as rapidly as they are able to assume them.

Most Asst. Supervisors have, through education and experience as rangers, developed farther along some lines than others and, if he is able to redeem the responsibility in this activity, he should have the opportunity and authority to do so and if he makes good should be given full credit for it. At the same time he should have the opportunity to grow along other lines, and as he develops, other responsibilities and authority should be added to his duties in order that he may be well rounded out when the time comes for him to assume the full duties of a supervisor.

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D. E. CLARK, E. A. SNOW

ARAPAHO

HOT SULPHUR SPRINGS, COLO.

1. A definite "scientifically built" organization plan does not retard

creative effort, but some definite plans, job, and forecasts do. It is assumed that by a scientifically built plan is meant one which is sufficiently flexible to secure results commensurate with the abilities of the men in the various positions of the organization.

With all our plans and standards, we all have plenty of room for the use of initiative. The fact that we have certain defined methods and procedures has in the long run given us more time for accomplishment of work, and the study of strictly local problems and the creation of local policies; otherwise, we would as individuals still be feeling our way around and not profiting by the experience of our predecessors. Certain standards put the damper on our initiative, particularly when they seriously conflict with local conditions, i. e., when the plan is not sufficiently flexible. In other words, there is degree of centralization and decentralization at which the desired results may be best secured. The important factors are the determination of the best degree, and the recognition of the need for shifting it as a result of varying conditions and development through experience.

When one feels that he is capable in a certain line of work, he enjoys being "put on his own" and naturally resents restrictions. If it is necessary that he follow certain standards on that job, resentment may often be overcome if he is impressed with the "Why" in the matter.

2. It is granted that the Supervisor has a definite responsibility in the matter of form of his Forest organization. But it seems to us that the usual small volume of work, thought, etc., along this line during the average time of a Supervisor on one Forest, places it pretty well down the list of his activities. (We have reference to only the general form of organization and not such details as concern the delegation of authority and responsibility on certain jobs.)

When a Supervisor takes charge of a Forest, he usually finds a type of organization in effect which fits the situation at that time. During his stay on that Forest, rangers may be transferred between Districts or Forests, or District boundaries may be changed to meet changing conditions, but the form of organization usually remains the same. Often the Regional Forester either advises or acts in such cases. In this Region, and we presume in others. Regional policy largely govern the form of organization with reference to project timber sales, other detailed project men, and assistant rangers.

While the charts in lesson two showed no two Forests organized alike, undoubtedly, they are the result of a slow, long-time process in which each Supervisor on the individual Forest has had some small but probably important part, along with other Supervisors, and the Regional Forester and a number of his staff.

Most complications in the work of a complex organization are the result of misunderstandings, confusing to the individual and often leaving him "up



in the air.” A defined plan well understood goes a long way to avert such misunderstandings.

Possibly, we did not correctly interpret the question. There are factors other than the “form” of organization which we believe to be more important humanistic influences, such as manner in criticism; active personal and official interest in a subordinate’s well-being, development, and advancement; approval of work well done; proper introduction of the employee to the job; impersonal square-dealing; the effect of the executive setting an example officially and personally; and a host of others too voluminous to be covered here. Along this line, we would like to quote certain statements from E. W. Schell in his “Technique of Executive Control”:

“It is much harder to determine what is best to overlook than to discover what to criticize.

“In the matter of discipline, consistency is more important than strictness or severity”.

“Courtesy is just mere thoughtfulness.”

“Tact is born of a regard for the personality of others.”

3. We feel that the Assistant Supervisor should have a place in a Supervisor’s Office in a capacity similar to that of a general Regional Forest Inspector in an Assistant Regional Forester’s Office.

There are several cases which might be considered; where the man is transferred or promoted from another Forest, or where he is promoted on the same Forest. The first step in the former case should be for the Supervisor to determine the man’s ability and previous experience, information on which may be secured from several sources, including his personnel folder, the man himself, his former Supervisor, and Regional Officers acquainted with the man and his previous work.

We believe there are two major purposes in his assignment:

1. To assist the Supervisor.

2. To receive executive and certain functional training in order to prepare him for advancement.

His duties might be well assigned as follows in order to fulfill these purposes:

1. Sufficient definite functional tasks, in which he has particular ability, to facilitate the functional work of the Supervisor’s office and to allow self-expression.

2. A varying small number of functional tasks in which he has had little or no experience in order to provide training, and an outlet for demonstration of his ability.

3. Authority to give staff advice to Rangers and project men in lines of work with which he is familiar.

4. Responsibility and authority for supervision and inspection in certain lines of work commensurate with his qualifications.

5. Responsibility and authority for supervision and inspection of all general lines of work on one or several ranger districts a year, the degree of difficulty of the assignment to be commensurate with his experience and ability as demonstrated on previous assignments.

6. Responsibility for planning the work assigned to him.

It is assumed, of course, that by responsibility is meant that he would be responsible to the Supervisor, and that the Supervisor would still be responsible for such work just as he is responsible for the work of the Rangers; also that the Supervisor would advise the Assistant and inspect his work.

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JOHN W. LOWELL

BITTERROOT

HAMILTON, MONTANA

1. Perhaps there are more incentives in the making and carrying out of plans and standards than is apparent without careful analysis. How about the incentive to build a well-thought out work plan that will tax our ability to meet its requirements and then carrying it out 100 per cent while our competitor only reaches 90 per cent? How about the incentive of leaving our individual mark through plans and standards in the progress of forestry and conservation and finally retiring with a clear, honorable and efficient record as a satisfaction that will last through life? How about the satisfaction of training and building men along these lines that are working along side of us? Certainly the Forest executive's opportunities for self satisfaction are large.

A scientifically built organization should provide means for bringing personal satisfaction to those who earn it by contributing their full share to the organization objectives. If it is so built, that fact alone should be a strong incentive to creative effort. Plans and standards are necessarily a part of such an organization and are themselves the expression of creative effort.

2. A man can do his best under any circumstances, if he will; but the circumstances, such as poor organization to work with, may largely nullify his best efforts. Surely the form and plan of organization largely determines whether good or bad results can be obtained through individual effort. To carry out a difficult but well planned and organized part in obtaining a worthwhile objective unquestionably brings self-satisfaction. There is definite enjoyment in being part of a well oiled, smooth-running machine, but not so in being a part of any creaky rig that may go to pieces at any moment.

3. One of the greatest pleasures of the Forest Supervisor is his part in organizing the work so that it is possible for each individual to obtain the maximum in standing with his fellows, so that each can see the maximum value of himself on the job. To do this each must have definite set up things to do, accomplishments worth while to obtain, and be furnished with the best possible tools to work with. Each must know that good work is appreciated



and that work of high character will be rewarded.

4. On a Forest where the overhead consists of a Supervisor, Assistant Supervisor and clerks in the Supervisor's office, the assistant is in a difficult position to have the opportunity for sole responsibility of a given part of the work. Such a situation needs careful analysis and well-thought out plans to do him and the job justice. He should take some important part in all phases of the Forest job in order to have him ready to fill the job of the Supervisor efficiently when the proper time comes. In determining what he is to do and how much responsibility and accountability is assigned to him, the Supervisor will likely use him largely as a staff man to specialize and advise on functions that he has higher qualifications and ability for than the Supervisor himself has, and to my notion, that is good organization as far as it goes, but he must also take an important part in other lines and be given line authority. As it usually works out, he functions both in the field and office as an executive line officer with equal authority to the Supervisor whenever and wherever the Supervisor is not present on the job. If policies, programs and plans are a joint result of the best thought of both the Supervisor and assistant, as they should be, conflictive authority is not present and the assistant should, and in my experience does, have plenty of opportunity for self-expression and satisfaction in having certain lines of work that he is recognized as the authority on and is responsible for, and having his equal share for initiative authority and responsibility for the whole job.

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W. G. WEIGLE

SNOQUALMIE

SEATTLE, WASHINGTON

My experience has always taught me that one of the essential things in organization is to have your men satisfied as it is humanly impossible to give your best if you are not satisfied. Many things, of course, enter into the surroundings of the employee that helps to make him satisfied and it is not always possible to adjust your organization so as to cover the satisfying demands of every employee, but every effort should be made to go as far in reaching this condition as the good of the organization will permit.

A few of the things of primary importance that the organization must provide to keep him satisfied are.

1. Sufficient salary to provide amply for himself and family.
2. Reasonable living conditions.
3. Standing as citizen and employee.
4. A well defined job.
5. Worthwhile objective.

Adjustment of salary and wages to reach the maximum plane of satisfaction to the employee is difficult and requires careful consideration. Most employees, however, are satisfied if their salaries are kept on the same plane of others doing the same class of work and occupying similar positions. The

adjustments required in taking care of the upper and lower ranges of efficiency in any class are sometimes disconcerting but outstanding ability or inferiority are usually quickly recognized by the other employees. In centers of population a reasonable salary, of course, takes care of living conditions. Much of the very important work of the Forest Service, however, must be done in places remote from centers of population. Therefore a consideration of living conditions for many of our employees plays an important part in our organization. It is pleasing to note, in the lesson, the following statement, "many of us believe that some jobs do not yet receive proper recognition. The district ranger job is one of these".

It is well known that most Supervisors have always felt that the district ranger job was much larger and more outstanding than given credit by our organization. The future will doubtless demand higher qualifications of the district ranger but his job will be placed upon a much higher plane than it is at the present time.

I have always stood for bettering the living conditions of the field men for the reason that it helps to make them satisfied, which is necessary to get the best the men have to give. My first experience along this line dates back to 1908 when my superiors were surprised and chagrined at my reckless and unnecessary expenditure in placing a bath tub in a district ranger's house. The account was promptly disallowed and I was required to pay for it out of my personal funds. We have made some progress along this line but there is yet much to do.

The district ranger has a big job and anything the Service can do to help him become an influential citizen in his community is time, money and effort well spent.

The trend of the Service is to employ men of higher qualifications, which is right, but it should be kept in mind that these intelligent boys are going to marry intellectual girls and the objective uppermost in the minds of these men is to give their wives and families proper living conditions and if they cannot do this they are dissatisfied and the quantity and quality of their work is crippled.

A well defined job and a worthwhile objective have much to do in keeping an employee satisfied. To drift along without knowing just what your job is and what responsibility and authority you have is very discouraging and tends to dissatisfaction and poor work.

A scientifically built up organization tends to standardize the division of work, responsibility and authority; also tends to keep each endeavor from overlapping, thus providing desirable working conditions which tends to satisfaction and stimulates creative effort.

### *Suggestion No. 3*

A Supervisor may have more latitude in the formation of his organization



than many other executives and it is fortunate that he has more or less freedom in as much as our jobs are very much more variable than those of industrial plants.

The jobs to be done in an industrial plant to produce a certain quantity of product and accomplish the objective are very similar from year to year but the jobs to be done on a National Forest to accomplish the objective vary greatly; also the repetition of the same jobs in an industrial plant makes it easier to standardize the work than on the National Forest where we are constantly running into new unstandardized jobs that must be absorbed by the present organization or adjust the organization to meet the new working condition. For example, we are now adjusting our organization to meet the requirements of the act making Saturday afternoon a half holiday. While the conditions above named give the Supervisor more latitude in forming his organization than executives of industrial plants, it does not appear to me that the Supervisor has any greater opportunity in forming an organization to fit the actual situation, in fact it would appear that the many new jobs bobbing up continually on a National Forest would indicate that the Supervisor's opportunity of having his organization always shaped to fit the situation was not so good as that of some other executives.

With respect to the humanized side of the work, I fully agree that the Supervisor has a heavy responsibility. The objective in the humanistic influence being to keep every employee satisfied with his job and filled with enthusiasm to accomplish the job upon which he is working.

#### *Suggestion No. 4*

The work of the Assistant Supervisor varies greatly on the different Forests. There are, however, certain classes of work that should be given to the Assistant Supervisor on all Forests:

1. He should assume the responsibilities of the Supervisor during his absence.
2. He should be responsible for his share of the office work that ordinarily falls to the Supervisor.
3. He should have informational and advisory staff duty on all phases of forest work helping to keep the Supervisor informed in regards to the work and personnel.
4. He should have advisory staff duties in connection with assisting the rangers and at certain times he will act in the capacity of a line officer.
5. He should assist in Public Relation work.
6. He should act as inspector of personnel in conjunction with the Supervisor.
7. He should inspect and prepare memorandum reports for the Supervisor relative to the work on all classes of activities on the forest.

In regards to conditions of responsibility, that will of course depend upon the Forest upon which he is working. On the Snoqualmie the Assistant Supervisor is responsible for all trail work and has authority to direct the ranger and foreman in connection with this work. He is also in charge of the construction of all lookouts and other buildings and looks after the purchase of forage.

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H. E. FRENCH—F. J. POCH

SAN ISABEL

PUEBLO, COLORADO

1. A scientifically built organization plan, without doubt, stimulates creative effort, since, given a definite setup for any job the average man at least, who is interested in his job, will begin wondering how he can improve on or increase in amount the product he is producing; reduce the time required for any given job, or perhaps reduce the effort necessary on his part to meet the standard requirements. Given definite standards as a basis from or toward which to work, the man interested in his work knows that when that standard is reached or exceeded his efforts have not been fruitless.

2. We agree with the statement as brought out in the lesson to the fact that a man can do his best only when conditions are right. No man, regardless of his position, can do his best until he knows what his job really is; what that job demands of him, the value of his work, and its relation to the sum total of the final product and finally that work well done will receive its recognition and reward. In other words, in order to get satisfaction and enjoyment from his work, which results from doing his best, he must be interested in his work, know the why and wherefore of it and its relation to the other jobs. He must be dealt with as a human being, even though he may be a cog in a given piece of machinery, for just as a piece of machinery will run smoother, give better service and last longer if kept well oiled, so will a man give better service and be better satisfied if the conditions under which he works are right.

3. Whether or not a Supervisor can perfect an organization to fit the situation is, perhaps, debatable, since he must to a certain extent accept the material at hand, improving his organization through personnel shifts on the Forest, or to a very limited extent through transfers from other units. Placing men in work to which they are best suited and in which they are most interested cannot always be accomplished. In his dealings with his men, he does have a clear cut chance to put over the idea that he is not necessarily their superior or "boss", but rather a part of that organization to which they also belong and that their interests and aims are his also.

4. The Assistant Supervisor should be exactly what the name implies. In filling the bill, he must of necessity be staff, a routine worker under the direction of the Supervisor, and at times an administrator. In order to be of real service he should be, or become, well grounded in all phases of Forest activities; divided into major and minor lines, the former including those in



which he is, perhaps, most interested and best qualified in and in which he should be given a wider latitude in handling than in others.

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A. F. HOFFMAN

MONTEZUMA

MANCOS, COLO.

1. A definite scientifically built organization plan stimulates creative effort. There is present in most men a desire to do just a little better job than was expected. If a man's work is all planned and standardized he is able to easily comprehend the extent of it and then has time to do some constructive thinking about it. There then arises an urge to improve on things and as a result, a man thinks up better methods.

2. I believe that the Supervisor does have a big responsibility. He not only has to do the most of the planning, but also has to see to it that the plans are carried out. He must also be able to recognize a coming change in trends and to then start changing plans so that the organization will be ready for the new conditions. He must interpret the provisions of plans to those who do not understand them and he must prove their value to the skeptics and he must encourage the ones who have a hard plan to follow. On top of all of these things, the Supervisor must have a good knowledge of all of the jobs to be performed by the other men on the Forest.

3. The Assistant Supervisor has a very important place in the Forest organization. He not only should be expected to learn all about the job of managing a Forest so that he can step into that job when the right time comes, but he should also be a producer while he is learning. Before the field season starts the field schedules of the Supervisor and Assistant should be worked up in such a way that as much of the Forest work as possible will be inspected and that means that the Assistant will have to be depended on to inspect certain things that the Supervisor will not see that year and those inspections will be made by the Assistant as a real inspector. It is desirable to have him also specialize on some line so that he can be depended on to keep that activity going and at the same time have a proprietary interest in that job. There are always jobs that the Rangers need technical assistance on and the Assistant should do staff work in giving this help. The Assistant, if he is properly managed, will really have a hand in almost everything going on on the Forest which will result in his learning much, teaching a great deal, and also producing a lot.

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F. B. AGEЕ

BIGHORN

SHERIDAN, WYOMING

1. Such a plan of organization, in which each individual's responsibility and authority is well defined, should stimulate creative effort. Such a plan definitely fixes each one's responsibility for the success of the organization, in a good many cases clarifies minor objectives, and also gives each individual of the organization the needed opportunity to express himself through his work.

which are three very essential things to creative effort. I think this conclusion is borne out by the results from the better set-up for the individual Ranger positions in recent years. I think also that it is one reason why we do not get more creative work out of the Assistant Supervisor position; his responsibility and authority are not as clearly defined as the District Ranger's and there is considerable uncertainty in his efforts to conform to the Supervisor's local policies and ideas, not always clearly expressed either in writing or verbally.

2. It is true that the Supervisor has a certain latitude in fitting his organization to the actual situation and the individuals making up the Forest force, and this latitude is rather important in view of the fact that the work, the conditions, and the personnel may change materially on a Forest in a few years' time. It also gives him the opportunity to so shape his organization plan as to make the individual position the most attractive to the man, and thus bring to bear on accomplishment a wider range of incentives. The fact that this opportunity exists makes it without question a Supervisor's responsibility.

3. In considering an Assistant Supervisor's place in the Forest organization, two things should be considered: first, what you want the Assistant Supervisor to contribute towards the success of the Forest; and second, into what you wish most to develop the Assistant Supervisor. These two things do not harmonize in all cases, and it may in some cases be necessary to sacrifice in immediate gain to the organization in order to develop the Assistant Supervisor for the work for which he is best fitted in the Service. For instance, a Supervisor with two Assistant Supervisors and a number of other staff men might find it best from an accomplishment standpoint to have each specialize in certain activities to the exclusion of the others, which might curtail his development for a Supervisor's position later on. Generally, however, on Forests where only a small staff is necessary, this conflict does not exist, since there is ordinarily the need to use the Assistant Supervisor as an assistant to the Supervisor in all lines of work, which in itself furnishes the opportunity to develop along the desired lines. In such cases, he may have some special assignments, but along with them is the opportunity and need to participate in the general administration of the Forest.

The extent of the responsibility and authority to be delegated to him must necessarily depend upon his experience and his capacity. Generally, if he has had a fair amount of experience, he should be given line authority in practically all lines of work, particularly in all matters covered by well defined policies or standard practice instructions. Any other arrangement, would be too slow and cumbersome in getting things done. It would also seem that, without it, there would not be much attraction to the Assistant Supervisor position. Strict accountability, should, of course, go hand in hand with the delegation of responsibility and authority, as was brought out in a previous lesson, and in all cases his responsibility and authority should be clearly defined. He should be a staff officer in his relation with Rangers in matters



of planning and training.

He should be a routine worker under the direction of the Supervisor only to the extent necessary to acquaint himself with policies and instructions; otherwise, he is likely to retrograde into a handy odd-jobs man for the Supervisor rather than an assistant supervisor.

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M. M. BARNUM

TRINITY

WEAVERVILLE, CALIF.

1. A definite scientifically built organization plan stimulates creative effort. I believe it sets up a standard or objective for the man and acts as an incentive. He has a clear cut analysis of his job and what is expected of him. He knows his responsibility and authority. There is not the overlapping of authority and the feeling that you may be entering a field already occupied and that resentment may follow. It gives the man a clear field to go as far as his initiative and creative ability will permit. I feel there is practically no limit for opportunity to try out or develop new methods of accomplishment.

2. The Supervisor has every opportunity to perfect his organization to fit the actual situation. It is true he has to show why a radical change is necessary and that he has made an exhaustive study to determine facts. This same thing should be true with the Ranger. He should have the liberty to use initiative and perfect his organization to fit the local situation when he has proven that he actually knows conditions and has made a thorough analysis and plan. This constitutes a big responsibility for the Supervisor to encourage or stimulate the Rangers by permitting initiative and checking them only when necessary and with tact.

4. The Assistant Supervisor on this Forest should be in a training position for supervisor promotion. He should assist the Supervisor in all lines of work and be permitted to develop initiative and take over responsibility and authority as he develops up to personnel control and determination of forest policies. It is necessary for him to relieve the Supervisor of the grazing routine and land problems to a large extent. Also he must be more or less the fire chief. In grazing, lands, timber sales and fire, he must act as an advisor to the Rangers and function as a staff man in all lines of work. With the Supervisor's staff consisting of only the Supervisor and Assistant as field men it is necessary for the Assistant to relieve the Supervisor of as much routine work as possible, not under the Supervisor's direction, but working the problems out and referring to him only when Forest policy is involved.

The Assistant Supervisor must have jobs of his own to develop self expression. He must not act just as an assistant with no definite line of authority and responsibility. He must have freedom to show what he can accomplish, his organizing ability and creative instinct. The Supervisor must see that the assistant is receiving a well rounded training but at the same time let him do things he knows and likes to perform, so that he will feel confident of his

ability and believe in his own value.

C. A. MATTSON

FISHLAKE

RICHFIELD, UTAH

Judging from the increased efficiency, both in quality and volume of work during the period that definite jobs, standards, and plans have been in effect, over the volume and standard of work performed prior to the time such plans, etc., were used, it is quite evident that initiative is increased, and that more worthwhile work is actually initiated under standardized conditions.

As one gains knowledge about any given subject, and the more efficient one becomes in doing work assigned to him, the more avenues for new thoughts and ideas are developed. The learning of details, outlining the problems to be accomplished, and having a clear vision of objectives, stimulates interest, and naturally creates initiative.

Largely through plans, job sheets, and budgets, and by putting into effect new ideas, presented in the study of plans, almost every activity in Forest Service work is being done to a higher standard, and more beneficial results secured than what used to be the case before standardized conditions became effective. This applies to the solution of grazing problems, the securing of better conditions in forest management, lands questions, and better standards of administrative improvements, and better conditions in which to perform Forest Service work.

Increased accomplishments have been secured by standardizing the division of responsibility. In a Forest personnel organization, if it is found that one man is particularly well qualified in the construction and maintenance of telephone systems, or in fire control, the responsibility of bringing that phase of the work up to standard should be assigned to him, and he should be given authority for bringing the work up to the required standard. Another officer may be a specialist, or be particularly adapted to do some other phase of Forest Service work, and responsibility along his line will generally stimulate him to put forth his best efforts, and his enthusiasm will be shared by his fellow workers. By these means, a high standard of efficiency has been established and the plans have stimulated creative effort.

Planning the work, in all cases, where the persons who must do the work have assisted in its preparation, and have helped to establish its objectives, creates an interest in, and provides a motive, for doing the work. It stimulates a desire to accomplish worthwhile things and causes them to put forth their best efforts. If an employee can be made to feel that his work is important, unfavorable environment will not lessen his effort to attain the desired objective.

The formation of an effective organization must be based on volume of work, standards, and objectives. In so far as it is practicable, all the facts concerning a Forest should be obtained, and an organization perfected to fit



the actual situation. It is my opinion that the Supervisor has greater opportunity than any other executive in the Forest Service in building up an organization to accomplish the purposes for which the Forests were created. While ability to do the work in connection with an effective organization plays a very important part, the big problem is to increase that ability or to keep it at its best. To do this, incentives and motives must be instilled into each member of the organization. The wages received is probably one of the most important incentives. Pleasure in connection with the work, love of the game, and the satisfaction connected with doing and accomplishing things worthwhile are the invisible forms of compensation that build up and maintain strong organizations.

The place of the Assistant Supervisor in a Forest organization should be that of assistant business manager. He should assist in perfecting an organization that will fit the actual situation that may exist on the Forest, and have a voice in the preparation of plans, standards of work, and objectives to be reached. I have found that the best results have been secured by the assignment of certain phases of Forest Service work to the Assistant Supervisor, i. e., work that he is the most competent to do, and to hold him responsible for the accomplishment of such work. If such work is creditably done, and desired results secured, he is given full credit. Jobs in which he is somewhat deficient must be given closer supervision, and the training needs of the Assistant duly considered. There should be no curtailment of his self expression in any job assigned to him. As I view it, two large problems are involved in connection with the work of an Assistant Supervisor. First, the maximum amount of work efficiently done, and second, the training and development of the Assistant for positions of higher responsibility.

A few years ago, an Assistant Supervisor, upon being promoted to the position of Supervisor, made the following statement:

“I appreciate the fact that my work as Assistant Supervisor has stimulated creative effort, has given me an opportunity of self expression, has offered me opportunities of advancement, and that I have been held responsible and accountable for the work assigned to me. I have always felt that my work has been worthwhile, and that I have formed an important part of the Forest organization.

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G. E. MITCHELL

L. L. HOUGHLAND

JACH B. HOGAN

RAY WARD

COLVILLE

REPUBLIC, WASHINGTON

There seems to be a human tendency in the normal man to exceed any bounds of limitations when such be set. That incentive to do great things along certain lines appears to most of us only when we see and know what the average

limitations of that subject are. Maybe someone was thinking far in advance of the average worker, but did not realize it until he saw what the limits of the average worker were.

As soon as the standard fire equipment list was sent out, immediately from many forests and ranger districts came suggestions of equipment that had been in use there for some time, and that were superior in many ways to the standards set up. It is much easier to correct a plan than to promulgate one.

We believe a scientifically built organization plan will stimulate creative effort.

The personnel problem is the greatest problem the Supervisor has to cope with. He has responsibility, but is limited in this phase by Civil Service regulations. For example, a Supervisor may have a ranger that is no good. He has been tried in many places, but just comes under the wire in time to hold his place. The Supervisor wants to get rid of him and can't. Later a new Supervisor comes to the Forest, finds the ranger's vulnerable spot, and from that time on the ranger progresses. Often a man is no good but no one can find a cause of sufficient weight to dismiss him. The organization runs with a flat wheel.

The Assistant Supervisor should be primarily a live man. It is true that he acts in staff capacity, but his job is to assist with the supervision. The Supervisor is a live officer and his assistant should be also.

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ALVA A. SIMPSON

CUSTER

MILES CITY, MONTANA

1. An adequate organization plan should stimulate creative effort. It would not be adequate unless provision was made to take advantage of and create a desire for better methods of accomplishing the job. Standardization in the Forest Service has not effected, in-so-far as I have observed, the advancement in equipment or methods. Illustrative is the marked reduction in weight, hence in load requirements of the food supplies and equipment necessary for fire project fire suppression that has followed the original standardization of equipment and supplies for that purpose. Definiteness of effort in range inspection has led to a new conception of the objectives. Twenty years ago we attempted to manage the stock, today the objective is to manage the forage, even unto the principal local specie of forage growth.

2. The responsibility of the Supervisor is no doubt large in relation to humanistic influence but not as great as the Regional Forester. Oliver Sheldon's comment that the organizations "first requisite should be the gregarious instinct, the instinct for cooperation", etc., should be a tenant in any organization. It confirms the belief that a loyal cooperative organization can best be built by and thru mutual friendships and belief. It disapproves the advice a retiring Supervisor once gave a new Supervisor, that he should hold himself



aloof from the subordinate members of his organization in order to create respect.

4. The position of Assistant Supervisor unless handled sympathetically is one of the most difficult in our organization. It has been my conception that the Assistant Supervisor, being the potential Supervisor should have wide latitude for self-expression and should be so identified with the activities on the Forest that he will receive the fundamental training necessary to manage a Forest. In analysis and in preparation of work schedules the activities have been as equally divided as practicable, altho reserving more direct control of financial and personnel policies. He should be given line authority over the subordinate personnel to the extent of control of all activities except such as are specially reserved to the Supervisor, such as personnel and financial control. His staff functions will depend upon his training and ability in special lines. Under our organization the special qualifications of the man should define the staff function. It is obvious that a trained forester might not be able to give staff advice on range management to the same degree of accuracy that a man trained in range management could. In effect the Assistant Supervisor should be given the latitude to acquire a definite training in the management of the Forest with the view of preparing him for the supervisorship. Positions now in this classification for special purposes should be redefined and not confused with the fundamental meaning of the term Assistant Supervisor. A staff position for fire control should be defined as a Fire Control Assistant and not as an Assistant Supervisor. The greatest satisfaction there is in handling men is to see them promoted to a more responsible position. Our most important effort should be to so train our subordinates that they become competitors for our positions.

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R. E. CLARK

RIO GRANDE

MONTE VISTA, COLORADO

Do definite jobs, standards and detailed plans increase initiative rather than stifle it? Once more the same old question confronts us and once more, and probably for many years hence, there will be a marked difference of opinion. Once again I'll cast my vote with the affirmatives—they increase the opportunities for a display of initiative.

Personal reasons for this attitude are founded primarily upon my conception of the basic purposes of prearranged or definitely planned action which in turn is standardized in so far as possible.

At present we are using the terms Recurrent and Non-recurrent to classify our work. They are self-explanatory but nevertheless I am still prone to use my own classification of Maintenance and Construction. Maintenance in this sense applies to all the routine jobs which must be done year in and year out

merely to keep the job as a whole above the surface. Figuratively, as long as one performs all the maintenance work, he is merely treading water; no progress is made. To reach such a state of stagnation in any organization is to be avoided in my judgment since the so-called "kick" would be taken out of the job and its personnel would be reduced to the category of a mechanical robot.

At this point kindly analyze our present trend wherein a fully loaded unit of administration is determined largely and almost entirely on the volume of Recurrent work existing thereon. Just what will the status of conditions be ten to twenty years hence if we are organized primarily to do little beyond an excellent job of maintenance?

On the other hand, Construction work implies development. It's accomplishment puts "kick" into the job; it results in progress; and, psychologically at least, it builds up and maintains a healthy state of the creative instinct.

Field men and especially Rangers have long been looked upon as "Doers". I'd like to add another term—"Thinker". If this is permissible, then time within which to think, to practice the creative instinct, and to demonstrate initiative must be provided. This is where definite jobs, standards, and detailed plans enter into the picture. Their purpose, as I see it, is to systematize the maintenance work (routine) in such a manner as to provide time for the conception and performance of the Construction or developmental work.

We can't get away from routine maintenance work and without a doubt the future will witness its increase in volume. Likewise, we've got to keep abreast of the times; we've got to turn out some development work. The element of time, however, is a non-variable factor. With this in mind, our one big job is to analyze and continue to analyze the routine maintenance work with the sole idea of getting it done in the least amount of time possible—the smaller amount of time spent on maintenance, the more time available for construction. Systematic planning, standards of performance, scheduled trips, and similar methods are merely means to an end; they relegate maintenance work into the smallest possible space of time and thus release time for construction jobs.

Is there room for initiative in this process? Endeavor to gain a few days for purely development work during the peak period on a District that now carries a load of 150 to 160 days recurrent work for the same period. It should be obvious that a hunt for and the use of further short cuts to solve this particular problem will demand a display of initiative ability of no small magnitude. Thus, the mere perfection of planned action requires an almost constant use of initiative and certainly the progressive perfection of such planned action releases more time for the application of initiative along other lines of endeavor.



1. A definite scientific organization plan setting up definite and understandable objectives and responsibilities and accompanied by commensurate rewards for their accomplishment unquestionably stimulates efforts. "Creative" may be construed here in various ways, but any continued effort directed along one channel will create sooner or later.

Jobs in the Forest Service have been picked and sorted over for thirty or more years and the quick, easy ones have been picked out and dispatched (the corpse has sometimes been badly mangled) but the result has been satisfactory enough to write in "done" after the job. Most of the important jobs that we now face are so large or so complicated that the short time effort of one man, even though inspired, is not sufficient to accomplish them properly. They require either the long continued effort of one man largely relieved of other responsibilities or the coordinated efforts of several men. In the first case organization and planning are necessary to keep the one man's work in one uninterrupted channel and in the second case, even more necessary, to divide the problem and assign a phase to each man and to keep him on that phase alone,

A job in administration has numerous parts to it, the same as a machine. If industry has discarded as wasteful the practice of having one man make all parts of a wagon it is only logical to apply the same principal to large jobs in administration. Because we can readily see all of the gadgets in a wagon and can not, at first glance, see all the facets of a timber sale job or the consummation of a forest reduction plan is no sign that they are not there. More or less division of work is necessary and division of work is impossible without organization.

A great deal depends upon definition. If creative effort means giving birth to bright ideas, they are conceived in great numbers without the bonds of confining and restraining work (holy or unholy) but B. I's don't get us very far by themselves. On the other hand if creative effort takes into consideration results, then all of the things referring to organization plans and standards named in the lesson are necessary to get them. After all, it is more difficult and far more important properly to rear an idea than it is to conceive it.

Assuming that creative effort includes alertness, determination, aggressiveness, technique, etc., they must be confined and concentrated on a clear objective, and not diffused over a multitude of aims, to accomplish anything worthwhile, just as water is confined in the pipe and concentrated in a jet against the blade of the turbine. That, in all except unusual cases, requires things outside of the man himself.

2. It seems to me that to do without objectives or standards is like being lost in the woods. Anyone who has ever been lost knows the terrible sickening depression which alternates with unreasonable panic. It is certainly a less

desirable feeling than the one experienced by the man riding along a known trail (even though narrow and restricted) with a good outfit (even though it is standardized) toward a well defined destination (even though selected and insisted upon by the Supervisor).

If the job which the ranger is doing has already been agreed upon between the ranger and the supervisor, either in the form of an organization plan, work plan, standard or what-not, the man can tell at the end of the day pretty well whether he has accomplished it satisfactorily or not, without waiting to get the opinion of the supervisor. If he has not done it according to the agreement, and if he is a normal man sincerely interested in his job, he will probably do it over or at least do the next one better. If he has done it according to the terms of the agreement he has a "satisfactory" feeling while unsaddling his horse and is much more apt to be able to digest his supper and be agreeable to his family. I suppose that feeling is what you mean by individual worth whileness. Some people call it a clear conscience. Except for a few individuals, men derive more satisfaction (although some may keep it a secret) in building one chicken coop with which they are satisfied when it is completed, than in joining in a revolution. Certainly they get more kick out of several chicken coops than they do out of one revolution.

However, much depends upon the restraint imposed—the sides of the channel and the kind of standard. It is easy to imagine a standard which would make the average man see red. On the other hand there are numerous standards in life of which we are not even conscious. We do not object to the Ten Commandments, nor do we criticise the custom of eating with a fork even though it does sometimes cramp our style and yet they are standards.

3. Few forests are organized the same way. It is also true that no two are exactly alike as to size, class of work, volume of work, personnel, size of allotment, and many other things, and the Supervisor has little or no chance of changing these things. He must use what he has and build a vehicle out of the material at hand—and it is probably patched up and temporary to a greater or lesser degree. Perhaps that is organization in a way, but it does not seem to me fully to fit the definition. I do not mean that there is not lots of chance to get more results from the vehicle by shifting wheels, etc., but I do not think that the Supervisor by himself has the big opportunity your statement implies. Largely, because of greater flexibility of finances, procedure, and contact between men—I think most industries have greater opportunities than we do. Our opportunities are greater I believe to make our organization fit our own needs than it is to fit the needs of the public. On the other hand we have greater opportunities in a humanistic way as effecting the public than we do as effecting ourselves.

4. It follows from No. III above that an assistant supervisor generally has to be fitted into the forest he is on, which means, for example, that his duties will be much different where there is only one on a forest than they



would be if there were more than one.

On a one-assistant forest, which I suppose is the usual condition, he of course must be an understudy to the Supervisor. With the Supervisor out of the office and generally out of ready communication for one-third or one-half of the working year, the assistant has to be the authoritative and accountable head of the organization during that time for all except perhaps a few questions. He must therefore be given a chance not only to be proficient in all lines, but to become familiar with the history of all cases and the entire business of the forest. This tends toward generalization rather than specialization.

In the field he should have the authority to issue instructions and should be accountable for them. If he merely inspects and reports that is too slow and round-about and he is apt to fall into "Well I'll take it up with the Supervisor. Of course you understand, I would let you do it, but I am afraid the Supervisor will not. I will do what I can for you with him."

Of course this means divided authority over the ranger, but it is the lesser of two evils and it need never cause trouble if the Supervisor and assistant are close together in thought and methods and the forest objectives are clear. Small differences are unimportant. There are always several ways to the same destination. The Supervisor should never reverse the assistant unless it is apparent that the forest will otherwise suffer, and if it is apparent, no one, not even the assistant will object or take notice. Incidentally the Supervisor should not object to being reversed by the assistant or ranger if he is plainly wrong. It all hinges on everyone having the same clear idea of the destination of the work—the objective.

Some men like to have a pet hobby, that is a specialty. In some ways, and especially with some men, that is good, but if they specialize in one activity then by definition they slight other activities, which results in more or less one-sided development. On the other hand the manual, instructions, etc., have grown to such an extent and procedure has become so intricate that it is almost impossible for one man to keep familiar with all details in all branches. It is probably best, and may be necessary, for each member of the Supervisor's office to have one branch in which he specializes as to procedure and technique.

My ideas might be pretty well summed up as follows:

An assistant Supervisor should be an assistant to the Supervisor when the latter is present, but in his absence he should be acting Supervisor and there should be in most cases one or more branches to which he should devote special attention, and in these he should have more responsibility and accountability than in the others, but not more than the Supervisor.

With two or more assistant Supervisors on a Forest, and a greater volume of work the organization would change materially.

In the past we have had some sort of summary statement, when we have finished a course, trying to get the concensus of opinion and some tie-in to Service work. This course does not seem to offer the same opportunity. The lessons were largely informational. Their application depends on the individual and his own opportunities. Some have more organization decisions to make than others.

We have learned that organization is merely the subdivision of effort—work. The work differs. This causes differences in organization. The best organization is the one which so subdivides the work that it accomplishes its objective in the least time and with the least effort.

We have learned also that there are certain principles which are guides in this subdivision of effort. These guides have developed through experiences, and apply universally to all kinds and forms of organization. Most of these we have accepted but some of them we still think do not apply to our organization.

However, it is very interesting to me to see how many agree with the idea that there should be as definite a division of authority and responsibility as possible. Personally, I believe that this would add more than anything else toward making jobs interesting, and thereby would contribute more than anything else toward total accomplishment. The ranger's work, or rather his authority and responsibility, for example, could on most Forests be made more definite than it is. Saying that a ranger is responsible for everything on his district is neither definite nor true. The Supervisor also has responsibilities on that district. But why discuss it further; practically everyone agrees.

The thing which supprises me most and also somewhat disappoints, is how few accepts the staff idea. We still think that everyone must have line authority, and so we get out so many lines that they sometimes get badly snarled. It seems to me that when we assume that everyone must have line authority we also assume that no one will do a thing right unless he is forced to do so. The staff organization, on the other hand, assumes that men like to do things right and that if they know what right is, they will. The organization, therefore, furnishes men to interpret policies and instructions, and help the line executives to know the position of management. Knowing, he then makes his own decision and executes his own job. Take your own case for example: suppose you gave your deputy staff responsibility for informing rangers as to local policies and seeing to it that they know how to correlate problems with policies. What effect will that have on the ranger? Can you not then give him more authority? And will he not feel that his job is more worth-while, since he handles more of his work on his own? And if this is true will he not do more work, enjoy it more, and get more real satisfaction out of his job?

But what about the assistant supervisor? The staff responsibility can be



made definite enough to satisfy to a large extent, but personally I like to see an assistant have something for which he himself is directly responsible. I like to see the supervisor keep his hands off except to supervise and inspect. In such case the assistant should be inspected the same as a ranger or anyone else. At the end of the year he should have an opportunity to show his accomplishment and compare it with costs. I believe this because men under such conditions seem to enjoy their jobs most.

Many of you say that the assistant is an understudy to the supervisor. This is true, but it is also a job in itself and must be treated as such. Give him training for the job ahead but also give him a real, satisfying job of his own where he now is.

Several of you have suggested that Regional office men should have participated in the course. For your information let me say that the demand for lessons from Regional and Washington men has been greater this year than ever before even though only one of them sent in discussions. And further I hope you have enjoyed the lessons as much as I have your discussions and that we all may have found something in it that we can use.

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## DISCUSSIONS LESSON NINE

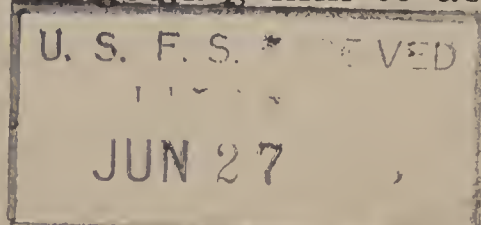
W. G. Weigle

Seattle, Washington

The Dr. Franklin principle of changing a non-cooperator to a co-operator by asking the non-cooperator to do something for you may frequently work all right, but it has not been my plan of procedure. My plan has been to be friendly to the non-cooperator even though he continues to be unfriendly to the Service. Under this procedure, you will soon hear the non-cooperator express himself kindly toward the ranger and others befriending him and from this condition it is but a short step from the non-cooperating stage to the cooperating.

A good example illustrating the effect of friendliness on the non-cooperator came to my notice on the Coeur d'Alene National Forest in 1908. An old timer on the North Fork of the Coeur d'Alene River was a most decided rabid hater of the Forest Service and everybody connected with it. A homesteader's trail passed through his place to the back country which the Forest Officers desired to use but he had threatened to shoot the ranger of that district if he did not keep out and he kept out. The Supervisor decided one day that if possible, matters should be fixed up with the old man so that the Forest Service could use the trail through his place, so he started through the place but met the old man with his rifle who immediately ordered the Supervisor to get out who made no suggestion of disobeying the owner of the property but before going asked him several questions concerning another trail leading around his place, then bade him good-by and started to go out as commanded by the old man but after making a few steps, the Supervisor pulled the morning paper out of his pocket and returned and handed it to the old man which he gladly took. The Supervisor then started again to go out; after he had gone a few steps, the old man called to him and told him he guessed it would be all right for him to go on through his place as it was much shorter, and there never was any trouble about any forest officer using that trail from that time on.

A short time after that the Supervisor stopped with the old man again and expressed friendliness and after several meetings the old man became quite friendly and one day within six months from the time of his first meeting, he sent a letter to the Supervisor stating that he was enclosing so much money with the request that the Supervisor pay his taxes and by accident or design the amount was several dollars short. The Supervisor, however, paid his taxes in full and sent him the receipt calling his attention to the amount sent and the amount paid. This apparently was too much for the old man. The action taken by the Supervisor was highly pleasing to him. He reimbursed the Supervisor in full at his first opportunity and from that time on, he was ready to fight for the Forest Service. He never came to town after that without dropping into the office to say hello or give information about the region. The next year a fire broke out near his place; his two sons worked on it for which they would not take pay and the Supervisor had difficulty in getting him to accept





pay for the meals of ten fire fighters that he had boarded for two days. He continued to be a staunch supporter of the Forest Service.

The Franklin plan may be all right for non-cooperators who have about decided that they would like to become friendly and merely need some action to break the ice, but for real hard nuts to crack, acts of friendliness and good work accomplished will bring better results.

Individuals are very different in their ability to develop a winning technique and the ability of a person along this line has much to do with the degree of success he is going to meet. There are of course certain underlying principles that can be taught to any one and upon these principles it should be possible to teach the average ranger fairly good technique to apply in handling cooperative cases, but the technique that proves successful in putting over your point today may not put it over tomorrow. To be an adept in developing and applying technique, you must be able to quickly change your technique so as to meet the needs of the immediate conditions and that phase of success in developing technique is hard to teach.

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**J. F. Brooks**

**Missoula, Montana**

1. The training of people outside the organization requires the use of the methods previously discussed to even greater extent than in the case of training within. The member of the organization may buckle down and learn to hold his job while the outsider can get up and go home if the subject is not made interesting.

One of the most skillfully handled jobs of training, which has come to my attention, was the case of a ranger putting across the blanket herding idea to a sheepman. He was unable to do much by just telling him how to handle the sheep on the range. But along toward the end of the season came an opportunity which he took advantage of and although it was in nature the opposite of the experience of Franklin, it worked the same way. The ranger was making his last trip over the range and encountered this man's herder and sheep in a snow storm. The camp tender was sick so the ranger took his outfit and moved the camp into a lower country and then went back and helped the herder. The owner of the sheep still tells people about it. That fall the ranger in talking losses, lamb weights, etc., was able to work in enough "propaganda" for one-night bedding to get the sheepman interested. The ranger won his confidence, respect and gratitude by the efficient, voluntary assistance he gave. The permittee evidently realized that here was a ranger, who might actually know a little about handling sheep on the range and the next year got his herder a tepee and since then will not have a herder who does not use the one-night bedding system. In this case the ranger got his lesson over, not so much through demonstrating what he wanted done, but by demonstrating that he knew something about handling sheep and the thought evidently suggested itself to the permittee that he might know enough to justify a little attention to what he said.

2. Last summer I saw an addition to the number of friends of the Service, through the application of the principle quoted from Franklin. There was a fire about a mile from the ranch of a man,



who had been very indifferent to forest protection. The ranger asked permission to camp a crew of 25 men at his ranch and very grudging consent was given. Soon they were using his telephone and asking little favors. The ranger saw to it that the men were orderly and the camp kept clean, gates closed, etc. Soon the rancher became interested in the equipment, method of running the camp and the dispatch with which the fire was controlled and before the crew left, he donated a chicken dinner, milk to drink and cream for their coffee. He said he had not thought much of the Forest Service before and this opportunity to assist in its work was the thing which resulted in the acquisition of a new supporter and per diem guard. I believe that any time you can get some one to help, that a friend will be made, but not all people will respond when asked. Witness the case of the rancher or logger, who has brush to dispose of and when it "accidentally" catches fire in the closed season, you are apt to get help of questionable value when you try to control the fire.

3. The knack for handling these cooperation cases seems to be necessary for the handling of the unexpected one of a different nature, but I believe a man can be coached to handle a particular case or class of cases by planning with him the approach and **attempting to foresee the reactions** of the party or parties to be dealt with. I know that I often get help from another in such instances by getting a line on the interests, prejudices and hobbies of a person I want to make some special point with. The technique can be taught to another but patience, consideration for the feelings of others, perseverance and such qualities are not always so easily instilled.

W. E. Lockhart

Choteau, Montana

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The principles of training on the job are quite similar both within and outside the Service, except in the method of obtaining interest. Generally it is necessary to show the individual or group that there is something of a personal advantage to him or them in following your suggestion. Your proposition may sound well in theory but the average man will question whether it is enough better to pay for the change in plans and habits. Most men believe that their situation, conditions, etc., are different and generally a demonstration is necessary to convince the majority that anything new in the way of plans or procedure is worth while.

In order to convince a large grazing community that the segregation of breeding stock on the range was both beneficial and practical one stockman was selected who agreed to allow the Service to manage his breeding cattle on a segregated range for a few seasons. Other than this class division the cattle were handled in much the same manner as the other stock on adjoining range. After two seasons the results were sufficiently successful to sell the practice to the stockmen in the locality.

I believe that Franklin's principle is one that will generally work. I recall one instance where many of the stockmen on a certain Forest range were openly and bitterly opposed to the proposed range management plans. The situation had practically reached a deadlock and a Forest Officer was decidedly unpopular. The chief among the un-

friendly agitators was selected. An overnight visit was made at his home, a favor in a minor problem was requested and granted. This led to other negotiations and requests for cooperation. His egotism was aroused and in a short time he was a staunch supporter and was very instrumental in selling the whole plan to the others.

I have seen this same system worked in fire suppression and other problems.

This system will not work unless the person contacted is made to feel that you really desire his help and it is not merely a peace offering.

Tact and diplomacy are attributes which figure very materially in such work but any man with normal intelligence can be taught to manage the ordinary cooperative cases. There are cases, however, which tax the ability of the best salesmanship.

Sometimes the situation crowds us before we are sure of our ground and mistakes have been made in selling an inferior article or proposition and such errors will take years to live down.

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C. E. Favre

Kemmerer, Wyoming

It is believed that there is really technique that can be learned for handling cooperative cases. Certainly any one can study the various methods to be used in securing cooperation together with examples wherein they are effective or non-effective and know much better when and how to apply them. I am quite decidedly of the opinion that Rangers can generally improve in the handling of cooperative work through a study of methods to be applied. In fact any of us can learn a lot about cooperation.

The so-called Franklin principle will very often work and it is one of our most valuable methods to use, but personally I have had about as many cases that did not work by using this method as I have of those that did work. Perhaps, as a matter of fact the greatest percentage did not work. For example we had an individual in this neighborhood who grumbled a lot about Government control of ranges. We tried out the method of asking favors of him. The favors were granted personally but still the grumbling keeps on going about the same as usual. In another case we had a grazing trespasser in the vicinity and we have tried to secure closer cooperation through asking favors of him also, but still the trespassing goes on. Apparently he may be banking too strongly on the granting of favors and that therefore trespass is justified. One of course can overdo this Franklin principle in many cases I believe.

Certainly it will be necessary to study the individuals and apply whatever method appears to be most likely to secure satisfactory results.

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Roy A. Phillips

Grangeville, Idaho

1. Training on the job as discussed in other lessons does apply to persons outside the organization. I think that we have not given this phase of training work the attention it merits and I have known of instances where forest officers have even discouraged outside aid and shown scant courtesy where fires had been reported and aid



rendered by individuals, claiming that the action had hindered and complicated the handling of fires and that the protection organization was adequate to do the job without outside help. This attitude is apt to develop where a strong organization is in effect and is in direct contrast to the regions where fire protection is dependent almost wholly through cooperation with the public.

A fire patrolman had the following experience a good many years ago and before the time there were any restrictions on setting fires promiscuously during the danger period. A section foreman persisted in setting tie piles afire and leaving them unattended. The patrolman put out these fires regularly to prevent them from spreading to the forest and in return reaped only abuse from the section foreman who could not be made to see that any danger existed. Finally the foreman set a fire at the edge of town and as the forest was in no immediate danger when the patrolman found it, he let it burn, warning the section boss that it was dangerous. A brisk wind came up in the evening and carried the fire into town forcing the entire population to fight to save the town. The section boss was cured for all time and for many years was the best cooperator in the locality, often leaving the railroad right of way to go distances of several miles to put out fires on his own initiative. It is needless to add that fires on the right of way were always promptly extinguished thereafter. The patrolman could easily have put the fire out when he found it; but he was resourceful enough to reason out a method for educating the foreman to a sense of fire consciousness that could not be developed except by rather drastic measures. The situation provided an opportunity for both education and training as there was an opportunity for following up one with the other when the wall of prejudice had been broken down.

2. The principle will apply generally to the great majority of cases wherever the results are worth the effort. Any man who has any degree of importance in the community is worth spending a lot of time and effort on. There is no set rule that will work in all cases. I have known of a case or two where it was necessary to resort to physical prowess to gain the end, and even then it was not always necessary to win the fight but perhaps the gameness displayed won over the opponents admiration and eventually won his friendship. There is invariably some weak spot in any man's armor and the average intelligent administrator can pierce it if given time.

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Wm. V. Mendenhall, Warren T. Murphy

Los Angeles, Calif.

1. We have found that in many instances we can train outside cooperators as we would our own organization. However, we have to modify our procedure somewhat but the basic principles are the same. The bulk of our training though is educational, especially upon the Angeles Forest where there are such large numbers of people to be won over as cooperators. Our problem has largely been one of selling the idea of watershed and recreational values lying within our Forest to the residents adjacent to the area, and teaching them the cardinal points of fire prevention. . .

In 1928 we interested a local American Legion Post in forest



conservation work, largely through the activity of a Conservation Committee within the Post composed of our local ranger, the President of the local Izaak Walton League Chapter, and one of the directors of the County Conservation Association. These three men sold the idea of conservation to the members of the Post and aroused within them a desire to do something tangible. Acting upon that desire for action, they came to us and asked us what they could do to help us. We suggested that they form an emergency unit that could be drawn upon as a reserve for timekeepers, assistant camp bosses, crew leaders, assistant dispatchers, etc. They took up our suggestion and during that winter we held meetings with this emergency unit and gave them training in the various jobs much as we would have trained our own short term men. At the end of the course of lessons we held a field demonstration at which the various jobs were demonstrated.

As to the methods applied in this case of training cooperators, we believe that both the educational and training principles were applied. In the first place by educational methods these men were led to a desire to help us and in the second place job training principles were made use of to train them in the performance of their various jobs as cooperators with us. We believe that the bulk of our work in training persons outside of our organization will involve both the educational and the job training principles. Of course, as I mentioned above, educational methods, on this Forest at least, will always be more widely used than the training principle as the job training methods will only apply with limited groups as cited in the example.

2. The psychological principle quoted from Benjamin Franklin we believe will often apply. In fact the action of the cooperators we mentioned in the previous portion of this discussion was another instance of its working. All of the members of this reserve unit by donating their time on two evenings a month and learning how to act in various capacities as cooperators became vitally interested in our problems, and felt that they were really performing a public service of value whereas if they had not performed this service they would not have been such ardent supporters of the Forest Service.

It is recognized that this above described training problem is not in the same class as the problem suggested in the lesson, in that the cooperators in this case had the correct attitude when the training was started. As a matter of fact the Benjamin Franklin principle would hardly apply except in cases where the cooperators attitude was wrong and had to be corrected. Very often the cooperator's viewpoint on the best methods of doing things is fundamentally wrong, but he, however, considers himself a hearty cooperator with the Forest Service. Again we find men that do not wish to be considered cooperators, whose attitude is one that assumes that our principles are entirely wrong and in each case it is necessary to analyze the subject of training quite thoroughly before deciding upon the correct course of action.

It is our opinion that the principle of Franklin will be most applicable to situations in which the favor performed will tie right into the point that it is desired to put across. For instance the "light burner" mentioned in the lesson performed a favor in connection with fire suppression and the gentleman with the pronounced views on



stock handling rendered a favor in the field of grazing. In other words the performance of miscellaneous favors may not bring about the desired results if a man's antagonism lies along one well defined line. The antagonist should always be gauged by the Forest officer and a well thought out plan of action evolved . . .

J. N. Templer

Butte, Montana

2. I think that the principle attributed to Franklin is one that can be depended upon and used effectively in many cases since it gives the person granting the favor a certain sense of superiority. However, don't ever ask a favor involving money or goods, since such a request is sure to cheapen the Service and its personnel in the eyes of the public. Ask only such favors as may be granted without tangible cost, since in common with many of us, the bulk of the public has not yet learned to regard time or effort as simply another form of money.

3. I feel certain that there is a technique for handling these cooperation cases and that it is not imperative that one have a natural "knack" for it. Certainly one can teach a ranger to use fairly good technique and the following is an example: On one of the Deerlodge range divisions it is absolutely necessary to secure proper distribution if the allotment is to carry the permitted stock through the entire grazing season without damage to the range, and of course salting is the "deus ex machina." The ranger, new to the district, experienced much difficulty in getting the salt distributed properly and in sufficient amounts and was not entirely satisfied with the location of some of the salt grounds. He was advised to get some representative permittees to assist him in relocating some of the salt grounds and to pass on some locations that had already been decided upon. This was done and after the Ranger had demonstrated the efficiency of pack saddle distribution no further trouble was experienced although the permittees were not convinced of the need for certain salt grounds that had been located without their advice. However, the utilization secured in 1929 was convincing and the president of their stock association claims that without these particular salt grounds the range would not have carried their stock through the season.

Now the ranger who put this over is one of the "old-timers" not particularly polished in his diction nor tactful in his conversation, but with a hint or two he not only secured some valuable cooperation but won the respect of the permittees with whom he was associated. He does not possess a knack for this sort of work but through supervisory instructions and assistance as well as a will to succeed he has acquired some little technique in handling this kind of a job. The selling methods of Messrs. Push and Pep will not necessarily overcome the sales resistance of the average permittee; they will only confuse him. My advice is to use a personal contact training hackamore and you won't need a bit (of educational apparatus) to gentle your permittees.

We have said in training our own men that you can not teach a man something entirely new. You have to tie it to something with which he has had experience. The same principle applies with those outside the service. We have to tie what we want them to do with something with which they already know. With the sportsman we use fish, game, water, game cover to get our fire prevention measures over. With the lumberman we use operating costs, absence of delays due to freedom from fire in getting him to be heartily in accord and cooperative with the smoking regulation, prompt attack on fires, use of protective devices and preparedness measures such as the fire plan, tool caches.

"Show me" trips are of inestimable value when leaders of a community are taken out to and shown the reasons (why) and the results. A lasting impression is made upon these men and they then have a better understanding and the ground is prepared when we are ready to sow our seed, whether it be for securing cooperation, compliance with certain regulations, or action. The recent Congressional party which made the trip thru the various National Forests last summer is an example of this. The Forester was and will be able in the future to present his needs and know that they and he are talking the same language.

Training methods may vary as far as "outsiders" are concerned but the general principles are the same. As an example we require shovel and axe and the camp fire permit. Newspaper publicity is given of the no smoking, shovel and axe and camp fire permits. The agent issuing the permit using a matter of common interest (roads, games, etc.) starts the training by giving a good fire prevention message. We thus require action on the part of the public, the securing of the permit, the possession of the shovel and axe and refraining from smoking.

We later register them as they enter the Forest again impressing on them the care with fire, etc. The Ranger later visits as many as practicable leaving the message again.

This is not all education because we are requiring one of the prerequisites of training—action. This arouses and maintains interest much more than lectures, articles, etc. By repetition we accomplish the counterpart of requiring a trainee to do his task over and over, since the public is being trained by requiring them to meet our requirements. We keep it up until we get what we want—elimination of camper tourist fires. However our training of the public is intimately connected with every activity. The difference between good training and that which is not good is the difference between having the public with you or against you or luke warm.

3. It cannot be denied that personal characteristics, tact, method of approach, etc., of the ranger greatly influence the success in handling cooperation or P. R. cases. But since P. R. enters into all activities of National Forest work, is closely interwoven with them all, it is essential that a man handle his P. R. work satisfactorily to get real success.

It may be a coincidence, but I do not think so, that the Ranger who has the best administration is the one who is usually the best



P. R. man. By the "best P. R. man" is not meant a "hale fellow well met" since I have seen the quiet unassuming man secure the best results.

The large majority of our P. R. work is by personal contact and the Ranger is the man who has the most contact. If he lacks tact, is boastful or has other undesirable qualities his efforts along this line are largely nullified.

Some of the characteristics that hinder the Ranger can be readily modified by the Supervisor thru training, by the use of a little time and effort. Other characteristics take more time, skill and work but it can be done and is well worth while. The Supervisor's administration is judged by the work that is done by his Rangers and due to the close relation of cooperative work to all Forest work the ranger's work is a reflection of his success in cooperative efforts.

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**Huber C. Hilton**

**Laramie, Wyoming**

1. The methods of training on the job apply to training people outside the service as well as in, but under different conditions and with less intensity outside the service. It seems to me that the training of fire wardens and cooperators is a case in point. When we first discussed the project of having picnics for fire wardens and cooperators, we early in the analysis decided that we would get nowhere to have just a meeting for instruction. However by announcing a fire warden's and user's picnic we found that the men, women and children would come and that the men selected to demonstrate fire fighting methods seemed to take pride in showing their neighbors that they knew how and then in turn would instruct the untrained wardens while those looking on could not help but absorb some training. With forest officers, such training would be all part of the job but with cooperators their interest must first be aroused.

2. Frankly I am doubtful of the probability of an extensive use of the principle given by Franklin. I do not think the average man with whom we deal would be such a dub as not to know that we were after something if we asked him to do us a favor. In dealing with grazing permittees or others who might later wish a favor in return which we would find hard to grant, I think the principle is unsound.

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**C. J. Olsen**

**Richfield, Utah**

1. The same fundamental principles and methods as previously discussed in this study as being applicable to our own organization apply to the training of people outside our own organization.

Any training or educational program must take into consideration the present knowledge of the learner and a preparation of the learner's mind must take precedence in the training or educational program. If ideas are put over in practice in proportion to the ability of the learner to understand, the results are far greater than by trying to teach principles. Principles, although they appear to be understood are quite often too abstract to make a lasting active impression. There have been numerous mistakes made by the Service in failure to consider the present knowledge of the learner and to prepare the learner's mind before the idea is presented.

There are few Forest Officers who have not had both favorable and unfavorable experiences in putting over new ideas to the public and it is very easy to reflect upon these experiences and determine why the success or failure. In my experience it is better to put over new ideas by practical concrete methods only as fast as they can be understood and accepted as facts. Preparation of the public mind is one of the main essentials.

At one time it seemed an impossible thing to be able to get one of our stock associations to consent peaceably to the tagging of all permitted cattle. The main opposition coming from the president. A year later, after careful planning and preparation the idea went over and the association bought their own tags. The president, as well as the majority of the members, would oppose any action to discontinue tagging at the present time. The method was largely training, but involved some educational principles.

**E. S. Keithley**

**Colorado Springs, Colo.**

2. The Franklin principle is working all around us every day. It seems natural that most all of us should like to please—to do someone a good turn. Even enemies of the Ranger would be pleased to do the Service (public) a good turn if given the opportunity. It may be hard to bring about in some cases, but the desire to please is deep rooted in practically every normal human being. We can use this principle much in our contacts with users and others to good advantage. Also, I think much can be accomplished for the Service where Forest officers do users and others a good turn. Both principles have their place. Many men have been made good cooperators because of assistance rendered them by Forest officers. I am wondering just how much the Forest officer was being trained when he sold the stockman the range unit plan, and how much he conceded by way of compromise to sell him on the plan.

3. Unquestionably there is a technique to be learned in handling cooperation cases. Also there is a lot of natural “knack” in it. This “knack” is closely associated with personality, which can be influenced but not materially changed. A technique can be learned as to matter of approach and to know when the time is opportune to strike. The thing is susceptible of analysis and ought to offer opportunity for improvement.

**C. A. Mattson**

**Richfield, Utah**

Some of the fundamental principles involved in training the public in forestry and securing their cooperation, have to do with knowing the facts concerning not only the problems on the Forest areas, but with problems in communities dependent on National Forest resources. If the justice of your cause can be shown, the support of the public can invariably be secured. This has been fully demonstrated in numerous cases. A few years ago, not only the users of the Forests in Central Utah, but the citizens of surrounding communities were generally opposed to Forest Service policies, and any restrictions put over by the Service were considered an infringement on their rights as citizens. Situations of this kind were largely over-



come by inducing prominent citizens of the various communities to accompany local Forest Officers and size up problems on the ground and get first hand information on existing conditions. The users of the Forests, as well as the public generally, were asked for their solution of the problems requiring attention. Such action gave them an interest in the work of the Forest Service and where opposition previously existed, cooperation was secured.

A very prominent stockman of one of our communities was opposed to the creation of National Forests and at stockmen's meetings he never lost an opportunity to voice his opposition to Forest Service policies. He was asked to assist local Forest Officers in making some needed range adjustments, and the responsibility gave him an interest in the work of the Service and his previous views were changed and he became a supporter of the Service. The principle quoted from Franklin not only applies in this stockman's case but also was made to apply to Advisory Boards of Stockmen's Associations, as is evidenced by the fact that intensive methods of range management are now being put into effect, through the cooperation of these stockmen.

It is quite difficult to differentiate between educational and training methods because they are so closely inter-related. However, the educational method would deal principally with acquainting the public with forestry principles, while training would not only deal with imparting knowledge but in securing an application of such knowledge. I do not know of any cases where the principle quoted from Franklin will not apply.

There is a technique for handling cooperative cases that can be learned, and a ranger can be taught to use fairly good technique.

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C. C. Hall

Albany, Oregon

The so called principle quoted from Franklin will work sometimes and sometimes not. It is all owing to the type of men you are dealing with. I have seen it work and have seen it fail, probably more times than it worked. Two cases stand out in my memory, one where I gave an enemy of the Service the opportunity to squarely refuse me a meal, which he did, and another case where it was tried on a would-be cooperator who didn't cooperate and was told to go to.

Speaking of using different methods to win the people over, I am reminded of a case where we were very successful in clearing up a bad situation that had existed for a long time. On a certain Forest well up in the mountains there were a number of families who were of the Hill Billy type, all related, and who were fond of preying on the Forest Service men and giving them the worst of it at every opportunity. One or two firemen's cabins were burned, camps robbed, blankets and personal equipment stolen. There was no possible way of catching the persons responsible though we well knew some of the outfit had done it. One day while riding through the mountains I met one of the young men belonging to the bunch and who, unlike most of them, was a fairly good worker and appeared to me to be the most reliable of any I had met. I asked him how he would like to be a guard for that territory, talked to him about the difficulty we had in getting the right kind of men for the job and pinned a

badge on him and gave him an outline of what we wanted done. This settled our troubles. His relatives were so pleased that Henry was appointed that everyone wanted to help him make good and we not only made friends where we had enemies before, but solved the whole problem at one stroke.

Most any ranger uses psychology, or common sense, in handling the people of his district. Some have the "knack" and get farther than others. Some rangers are misfits regardless of time and pains taken. One time I had an important district that was kept in a continual uproar by some would-be bad men. This situation was cleared up at once when I transferred to this district a ranger with a reputation as a participant in the Lincoln County War.

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**Lester Moncreif**

**Pendleton, Oregon**

A public trained for cooperation is a tremendous asset which can be obtained with relatively small effort. The volume of the training job is large in the aggregate but the energy expended per capita can be quite small. This is true for two reasons: first, the objectives are simple and well defined, and second, the trainee after being started learns almost voluntarily and without much effort on his or our part.

All we ask of a cooperator is that he be careful with fire, or that he do certain small detection or suppression jobs for us, or that he handle his stock in the way that will bring best results both to him and to us. These objectives are easily obtainable because they depend mainly upon the development of an attitude. As soon as he likes us he is practically a cooperator. From that point it is a minor job to develop in him a certain degree of aptitude in fighting fires or handling stock.

It is striking what a small difference there is between a cooperator and a non-cooperator. We had a reporter until recently who was a little cooler than luke warm. One day reporter-fashion he idly inquired about the work at hand on my desk which happened to be a ranger district analysis and work plan. An hour's explanation of that little instrument proved so enlightening and gave him so much respect for us and our job that he became and has since remained a warm cooperator and friend. I consider the training job for that reporter practically done. It took an hour. He will continue to learn, it is true, and we will spend time teaching him, but it will be mainly through the process of his doing things for us.

That reporter was trained accidentally. There is no reason why a little analysis could not have shown that all we needed to gain his cooperation was to give him a true perspective of us. The next man needs something else but that something is probably also simple and easily supplied. We think too despairingly of the large number of untrained cooperators. We will get farther if we forget that, think more of how easily each individual can be trained with planned effort, and eliminate accident from our list of approved training methods.

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**K. Wolfe**

**Kooskia, Idaho**

Franklin's principle will undoubtedly work. Probably all of us



can recall personal experiences in which this principle played the major roll even though we may not have recognized it at the time. Since it does work, it certainly behooves us to make use of it. Our regulations require us to pay our way as we go—we avoid the acceptance of favors by making payment for minor services in order to side step future entanglements. Where we fail to bring Franklin's principle into the picture is that we leave the impression that the deal was on a strictly business basis, when we could leave the impression that, regardless of the payment, we have obtained and accepted a favor. It is perfectly possible to pay in full for value received and still have the payee feel that he has done us a good turn.

How about working this principle backwards? Occasionally we have difficulty in doing business or cooperating with some particular individuals because of an antagonistic or lack of friendly feeling on our part. Wouldn't it be worth while to deliberately plan to do those individuals favors in order to overcome our own feeling of unfriendliness toward them? The fact that we were consciously applying the principle on ourselves shouldn't prevent its working, and the results might be well worth while.

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C. G. Smith

Athens, Tennessee

1. This lesson is a vital one to us where practically every fire is classed as incendiary. I am inclined to think that most fires of this class are simply the desire for self expression—gratification of the ego. We all, or most of us, have so much ego in our make up that it seems but natural. The man who burns the woods is simply giving vent to self expression in a more or less colorless existence, in humble surroundings usually devoid of chances for gratification, but a match will do the trick.

Guard Morrow, in Cherokee County, North Carolina, picks out the men he wants to train. His method is novel to me and is worth recounting. He asks the man to go out on a patrol with him. He knows the man's foibles. If game, he tells him the effect of fire on fish and game. How the wild life has been decimated by lawless hunting and unfavorably affected by forest fires. If the subject is grazing, again he takes the man out and skilfully presents the idea that frequent burning changes the type of forage by reducing the profusion of plants suitable for grazing to a few fire resistant species, and usually wins his man over to a same point of view.

2. The principle used by Franklin will work except where the subject is really hostile and bitter. Then the request would not be tolerated and more harm than good would be done in soliciting aid.

3. There is a great deal that can be learned in approaching successfully an open minded subject, but the difficulty is in reaching the obdurate cases. Yet they are reached in many ways.

Story is told of Abraham Lincoln in his early days as an attorney for the defense. The prosecuting attorney was making telling progress in a fine polished manner. The case was going against the defendant. Lincoln was drying his foot near the stove with one shoe off. Asked by the judge for his rejoinder, he hopped on one foot and holding one shoe to the bar of justice said, "I won't have that fellow befuddlin the jury". The picture was ludicrous, the ten-

sion was broken, a laugh ensued and the case won.

The lesson is, it doesn't always pay to be too serious, bring in the lighter side when necessary, and then swing back to your subject. If the other man gets the first laugh from the crowd you may lose.

L. G. Hornby

Kalispell, Montana.

1. It seems to me the essential points of training anyone or any group in or outside our organization are expressed in the statement of one writer who says, "Tell him how, show him how, then expect him to do it that way".

Depending upon the individuals being trained the telling might come after the showing and be indirect. The extension Service objectives, to know your data and to know your victim determine the order of procedures and the relative emphasis and details given.

In order to minimize over-grazing of recreational wilderness camp grounds and avoid arbitrary restriction rules, Supervisor asked each guide as he met him through the season what he thought other particular offenders should do to leave feed enough for him at particular camp grounds. The discussions lead to what each would be willing to do for the others. So far the results have probably been as good as with offensive rules.

The Extension Service methods also apply within our own organization.

In a ranger meeting Ranger A objects to planning a definite amount of time for maintenance of a particular trail saying it can't be known in advance. Supervisor says he thinks he knows how much to set up and proceeds to make an excessively high estimate. Ranger A proceeds to demonstrate he is better estimator than Supervisor, resulting in much laughter on part of assembled rangers.

2. I think there is a principle behind this principle of Franklin's which is that the previous enemy finds out the dinner isn't so hard to eat after he gets seated at the table. Any way to get him to the table is the objective and Franklin's way is just one of many.

3. The technique can be learned as good etiquette can, but some of us get better after being taught while others just have to go back to the tepee and the mocassins.

W. M. Nagel

Kalispell, Montana.

2. Of course, the principle quoted from Franklin can often be used. However, a man must be approached in the proper way or the job may be bungled. You must have some knowledge of the man himself, sometimes knowledge of a hobby he may have, and information relative to his standing in a community. I have usually found it more desirable to work toward making him feel that his influence was considerable, and that his help was considered by me of considerable value in properly handling the job in question. Most men will cooperate if they feel that you need and want their help. There are few things in our work as interesting as working on a man who is antagonistic to the Service.

Several years ago, I was transferred to a forest where there was



an antagonistic young stockman. His father was no longer a permittee but he had been fighting the Service for years.

The son was willing enough to fight as his father had urged him to do, but he was just naturally 'red' without really knowing what it was all about. He was fairly shrewd and intelligent. I heard much about him before I ever had occasion to deal with him. Whenever anyone in the Service asked his help or tried to be on friendly terms with him he made of it an opportunity to deal the Forest officers more misery.

I found that he was a member of the advisory board of a stock association and that he did not even have any stock on the forest in his own name. He had succeeded his father to the office (because he held a lot of mortgages) and the stock was still being run under the latter's name. My first move was to call a special meeting of the Association and have him replaced on the board. He hit the ceiling, but could do nothing about it. He was looking after both his father's and mother's stock on different stock divisions, they having separated and acquired separate preferences. He was difficult to handle, since he knew enough about the regulations to realize how far he could go without losing rights.

By the next season, his father had died and the son had inherited considerable real estate and livestock. Along with minor violations of regulations and of grazing plans, he leased to a sheepman a section of land in the heart of a fully stocked cow division, after having released the section along with several other sections to the Forest Service under Reg. G-4. The time was ripe to teach him something, so he was taught. Among other things, he was given clearly to understand that unless he toed the mark in the future he would not again secure a grazing permit over my signature. He calmed down for a while, but there was still no opportunity to secure his cooperation.

About this time, he started work along a different angle. He secured a lot of literature on range management and began to discuss it with anyone who would listen. He knew enough about the subject to make others feel that our plans were probably wrong in many respects. He knew the range because he had fallen heir to some dozen sections scattered throughout the division.

When he started to discuss range management, it was the first opportunity I had found, in almost three years' time, to work on him. I had several talks with him about range management. He knew just enough about it to be able to cause a lot of trouble. I made him feel that I was really surprised that he knew his subject so well, and appeared glad of any opportunity to stop and talk it over with him. Gradually I asked his opinion about management on various parts of the division and tried to set him right. The ranger was an excellent grazing man, and we both endeavored to guide him on the subject. We admitted that our plans were not as good as they might be because of lack of more definite information on several things. After a couple of months of this, he was "with us" more than we had hoped for. He even offered to finance 50% of an intensive grazing reconnaissance so that we could get together and perfect the plan. The survey was made a year later, but as I remember, it was financed by the government.

Franklin's principle could not well be applied in this case except in a minor way after three years of waiting. I think that this man represented one of the most difficult types to convert; and hard to hold.

**Howard Hopkins**

**Cass Lake, Minnesota**

1. The principles or methods of training on the job which we have discussed in other lessons apply to the problem of training people outside of our own organization and can be used with slight modifications with excellent results.

2. The so-called principles quoted from Franklin's is a principle that can be depended on as one very effective means of approach. It will apply especially to people that are inclined to be stubborn or set in their ways to such extent that they will not look on a problem from an unbiased viewpoint. In such cases any arguments or line of reasoning is apt to be wasted due to the lack of a chance for proper consideration. Franklin's method often has the effect of either drawing people off their guard so that they no longer refuse to properly consider the problem or it affects the subconscious mind of the person and allows a more favorable reaction to a future request or argument. Franklin's method or principle will not usually apply with certain temperaments, and in many other cases will not be beneficial unless a logical plan for connection between the favor done and the later favor or attention desired is worked out to accomplish the desired result.

3. There is decidedly a technique for handling cooperative cases that can be learned, but at the same time some people have a natural "knack" for such work and can secure the desired ability with less study and work than those without such "knack". The art of learning how to handle cooperation cases is very similar to learning anything else.

We all have seen several students starting to learn French, arithmetic, etc., from a common basic start and it is always found that they will progress unevenly. Often those that progress fastest in certain lines are far from being either the hardest workers or those with the most brains. We say those thus progressing have a natural aptitude or knack, and so it is in handling cooperation problems. Those who have a natural aptitude can get results with less extra work than those who do not have this knack and have to acquire such by study. There is no doubt however that this ability can be acquired by those who will study and work to develop the desired technique in this line.

I feel that technique along this line can be taught to a ranger the same as anything else provided such ranger is interested sufficiently to exert himself to develop and improve such technique under training. Without cooperation of this sort training time would be wasted. In almost every case however such interest is either present or can be developed by a Supervisor and the ground thus prepared for training of the ranger's technique in handling cooperation cases.



1. The principles of training on the job discussed in previous lessons apply equally well to the problem of training people outside our organization, but I think on the whole it requires more ingenuity to get results in applying them outside the organization. Any number of examples from the everyday work of a forest officer can be cited to bear out the value of these principles or methods. I recall one case a few years ago. A small fire was reported on a part of the Forest remote from the Ranger's headquarters. The key-man cooperator was away and could not be reached by telephone. Another nearby rancher, not an active cooperator, was asked if he would go. He was busy threshing his grain; but suspended his own work, took his threshing crew and put out the fire. He refused to accept pay for either himself or his threshing crew, and henceforth became a rather enthusiastic cooperator, displaying a great deal of interest in learning the technique of fire suppression at a later fire of larger size on which he helped. A few years previous he had taken issue with the Forest Service on an important matter.

Another instance was that of a rather ardent opponent, in principle, of Federal control of resources being asked if he could support the McSweeney bill making provision for a bigger Federal research program. It appealed to him as being constructive. He asked for a memorandum of the points favorable to the bill, wrote a letter supporting it, and asked if there was anything further he could do for the Forest Service. He has since been cooperative.

In a previous lesson, considerable stress was laid on the importance of Forest officers understanding the purpose and need of instructions in order to get the best results in carrying them out. I could not help but think of the big field for putting this into practice in issuing instruction to Forest users. With it they will usually display a cooperative attitude in carrying them out, with good results. Without it, they are likely to get the impression of "arbitrary exercise of authority," with negligible results. The first method should build up confidence in the Service; the second can easily lead to the appellation "Bureaucrat".

2. The quotation from Franklin has some application in our work, and probably accounts for the fact that one Forest officer will fail for years with an antagonistic Forest user, and another will step in and promptly win him over. Sometimes, aloofness and pride in not asking for things for the Service from those who are not personal friends stands in the way of accomplishing the most for the Service. This principle has, however, its widest application where Forest users are friendly to the Service and have personal confidence in the Forest officer asking the favor.

3. There is no doubt as to there being a technique for handling cooperative cases of this kind, and that it is something which can be learned rather than an inborn quality. This has been demonstrated time and again with inexperienced Forest officers who have entered the Service with no ability to deal with people, and in a few years acquired considerable skill along this line. It is an important thing to the Service. If more skill can be developed in handling people and difficult situations, it will enable us to accomplish more and develop



a higher type of administration. One Forest officer will explain to a Forest user why he can not grant his demands, and he will accept his decision as fair. Another Forest officer, under the same circumstances, will deny his request and an appeals case will result. Generally Forest officers are deficient in this technique when they enter the Service and have to acquire it by the costly school of experience. If this process can be shortened or Forest officers made more proficient in it through systematic training on the job, it is well worth while.

Training in analyzing situations and planning to meet them will help in many cases. There is no doubt that the process which the author mentioned in a previous lesson of outlining to a Ranger in advance how to handle a complaint or difficult situation of this kind, and then let him follow one through step by step in the actual handling of the case will give good results; but most of us are not sufficiently proficient ourselves to take a Ranger through step by step in this manner.

Gal. 10

**John W. Lowell**

**Hamilton, Montana.**

Whether it is the Forest officer or the public we are dealing with I believe we always get farther by listening to them expound their own views, with a suggestion here and there, than by expounding our own. Most people will talk and think themselves into the right position if given time without too much opposition to their ideas from someone else.

A few years ago there was a radical difference of opinion between the Forest Service and the advisory board of a stock association as to whether a piece of range was actually overgrazed and deteriorating, as we claimed, or in its natural condition as the result of subnormal precipitation, as they claimed. We took the board members for a one-day ride on the range, incidentally examining and discussing the kind and character of forage plants on the open range; and then took them through an adjoining fenced pasture under permit to one of them, also examining and discussing the forage plants in the enclosure. The difference between the fenced and unfenced areas was so clear that the board all saw it without our calling attention to the difference. As a result, they recommended two years' rest for the overgrazed area, and we approved it although three years would have been better. They have since been pretty well taking the lead in rotation use of this range, and we are glad to let them do it. In the light of this course this was training on the job. To have persuaded them to read or listen to a course on range management would have been educational but ineffective.

The principle quoted from Franklin is generally usable. It will apply to all situations when the opportunity comes to use it, but the trouble is that we wait for ready-made opportunities instead of creating them. The ready-made opportunities do not come often enough.

There is undoubtedly a technique for handling cooperation cases that can be learned more or less perfectly through suggestion, study and practice. While I believe that our rangers generally are improving in this sort of contact, they need more guidance than they have



been receiving. I am unable to quote a specific case of marked improvement at this time.

E. G. Miller

Flagstaff, Arizona.

1. The same principles or methods of training on the job seem to apply to the training of people outside our organization. To put our "stuff" over we must get the attention and interest of the individual or individuals that we have in mind training. The steps outlined in the Extension Service Handbook will bring results in many cases. We have found that the big majority of permittees and forest users can not be driven—they must be led. When actually convinced that something is being done in the wrong way, or that there is need for a change, they are ready to be shown.

Five years ago when another heavy reduction in numbers of sheep to be grazed on certain Arizona Forests was proposed the Woolgrowers "hit the roof" and were up in arms. They could not see the need for said reduction. After considerable pow-wowing the S & G permittees proposed that dual use of the ranges be abolished; that the range be divided on the basis of their existing preferences and that each permittee be given the opportunity of showing what he could make the range allotted to him carry without severe damage to western yellow pine reproduction and the range. The reductions were postponed, and the Forest Service and stockmen embarked upon a cooperative fencing program that resulted in the building of hundreds of miles of fences between cattle and sheep. Most of these woolgrowers are trying to do everything possible to prevent damage; they are trying to improve methods of handling. Each man seems to realize that his interests and those of the Service are after all not so far apart. He must have feed if he produces a fat lamb, and if there is plenty of feed and water, damage is negligible. Last year one of our permittees who "cussed" a lot and was very bitter five years ago made a trip with several other permittees to look over some range experiments that are being conducted by the Forest Service. This "cussing" permittee took a keen interest in the studies work; was deeply impressed by what the plots indicated; and before the trip was completed asked that some experimental work be done on his range and said that he was ready to handle his sheep as nearly as possible as the experiments indicated they should be handled; or he would gladly turn one band over for experimental purposes to be grazed just as the Research men saw fit. What a change! Five years ago he had only words of condemnation for the Research organization.

I have in mind two other woolgrowers who were "on the prod" five years ago. Last July, on the night before the annual meeting of the Arizona Woolgrowers Association, some Forest officers met with the members of the State Advisory Board and gave them certain information regarding herders getting off the established driveways and "eating out" allotments of several small permittees (some 85,000 sheep cross one of these trails twice each year). Ways and means of handling the situation were discussed—several suggestions were made, two of which were the putting on of additional driveway



guards to be paid for by the Woolgrowers, and the making of a penalty reduction in driveway preferences of owners whose sheen get off the driveways. The two members who had not been any too friendly to the Service in years gone by were inclined to doubt the wisdom of the penalty reduction at first, but after discussing the question from all angles, decided that it was only fair that the owner should be held responsible for the actions of his herders. The Forest officers were requested to draw a resolution covering the situation. One was drawn which in effect stated that the State Advisory Board was of the opinion that heavy penalty reductions should be made in the crossing preferences of all permittees who allowed their sheep to get off the trails in the future, and recommended the passage of the resolution by the association. The resolution was responsible for some hot discussion on the floor. It was defended by every member of the State Advisory Committee, and the two "ex on the prod" members were the chief spokesmen for it. The resolution was passed by the association. Not a word was said on the floor by a Forest officer. In both examples the stockmen were trained just as you would train a bunch of rangers. Results have been gratifying.

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W. G. Durbin, J. S. Everitt

Susanville, California.

To some extent the methods of training on the job apply to training people outside our own organization. In order to make headway in training our own men, first of all we must have a definite plan; secondly, we must get them interested in the job; thirdly, we must be able to show them that the way the work should be done is the best-known method and that they will in some way be materially benefitted if the proposed plan is followed. This benefit may be in the nature of a saving of time, better service, or a stepping-stone to a more responsible position, etc. The above method or principle applies to persons outside the Service. We must first get them interested and then be able to show them how they are going to benefit by following the suggested plan.

One of the most successful examples of work I have ever seen in connection with training people outside the organization was done by a ranger who was assigned to a district where the people were very adverse to National Forest regulations and policies. The plan he adopted was to visit the worst enemies and make it a point if possible to stay over night. He talked to them about everything from the early day shake-maker to what was happening at the present time but steered clear of mentioning anything about the work of the Service. The point he wished to get over to them was that he was interested in them and their problems. In six months he had won the confidence of all those with whom he had to deal and at the end of three years he had changed the hostile attitude of this community to one where they were willing to accept and abide by the Service regulations to the fullest extent.

The method of training used in this case might be called a variation of the Franklin principle but I think the results come more under the head of education or Public Relations work. It is very doubtful if a strict interpretation of the Franklin principle can be relied upon



to any great extent in training. It might apply in such instances as the one above mentioned because this class of people is susceptible as individuals to this kind of treatment. I doubt, however, if it would apply in dealing with the heads of large companies or corporations.

The definition of cooperation is to act or work jointly. I wonder if this is just what we have in mind when we think of people cooperating. I heard a well-informed forest officer state that the term Public Relations meant getting people to do what we wanted. If these definitions are correct, are we not thinking more in terms of Public Relations than anything else when we mention cooperation?

In many instances, we get cooperation mixed up with duty. For example, we speak of some of our grazing permittees or timber sale operators as good cooperators when in reality they are merely complying with the terms of their permit or agreement. We have become so accustomed to having to continually prod our permittees to get them to comply with the terms of their agreements that when we find one who is complying with them we look upon and speak of him as a "good cooperator" when in reality he is not a cooperator at all.

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C. L. VanGiesen

Ft. Collins, Colo.

2. There are probably some cases involving cooperation which can be successfully handled by applying Franklin's principle; which contends that a person would feel more kindly towards the Service after having done a favor for it. In most cases, however, I feel that there are many other psychological factors which influence the quantity and quality of the cooperation which we secure.

There is a relatively small number of people who do things for other people, and in the act itself secure complete satisfaction. As stated above, I believe that thoughts of public betterment and personal gain play a large part in influencing all sorts of cooperation. Ninety-nine per cent of all people enjoy responsibility. Do we not play this up in training keymen and cooperators for fire suppression? Men who would take little interest in the fire game become the best of cooperators when given responsibility. Most of them are proud of being selected for the position and must make good to properly impress their neighbors. Many of us praise and sometimes flatter our cooperators in order to secure better cooperation. Then again most of us hate to be left out of things because we do not measure up to a satisfactory standard. I cannot help but believe that many of the above elements of psychology play a large part in securing cooperation and probably had a definite influence in the three cases cited in the lesson.

We now ask for many favors from the public and are able to give only a very few in return. Reciprocation is rarely possible which means that the Service is always incurring many obligations which it cannot eliminate. In many cases to my personal knowledge this has resulted in criticism and embarrassment to the Service and individual Forest officers.

I am inclined to the opinion that in securing public cooperation we must depend pretty largely on the educational phase, rather than on training. If the general public is informed (educated) they can ordinarily be relied on to give quite readily the sought for cooperation. The opportunity for demonstration or actual training is seldom at hand since we are seeking aid to our work probably more than we are seeking aid to the cooperator in his work. As brought out in the discussion the cooperator is going to be more interested in the actual effect on himself than in the effect to us. I recall distinctly a certain conversation with a Forest user in which he had requested some cooperation which we had agreed to give. After securing our promise of this cooperation he made the following statement: "If at any time I can be of service to you along such lines **without inconvenience to myself**, let me know."

I do not think Franklin's principle will apply if the cooperation is too long continued without return or is in a somewhat one-sided manner, that is, mostly take and very little give. If we continually ask favors without some definite return there may be an unfavorable reaction because the party may figure we are making undue use of him.

The technique of handling the securing of public cooperation is, in my opinion, largely acquired through actual experience. Undoubtedly there are certain psychological fundamentals to observe and these can be taught to others. There are, however, many cases where certain methods, though fundamentally sound, may not apply. In certain localities one method might work favorably while the same method used in a different environment might prove a total failure. Public confidence in a Forest officer gained through association with him in other than his official capacity, will certainly have an important bearing on the case. A Forest officer of pleasing personality and an intimate acquaintance with peculiar local circumstances and a working knowledge of the men with whom he has to deal will ordinarily have no trouble in successfully securing the cooperation of the public.

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Wm. L. Barker, Jr.

Munising, Mich.

The work with outsiders seems to me to be more often educational than training. The examples are legion. John was a new ranger on an old grazing district lacking drift fences and needing some badly. One single-track permittee, noted for hanging to an idea like a bull pup to a bone, originated (?) the plan for a short fence in a very strategic location and began pushing it. The other permittees were lukewarm on all drift fences, but they figured it would be easy to leave the gate open or tear down a few panels. There wasn't any money, but poles were handy and the originator of the idea had a lot of old wire. Besides, they had not seen the ranger do anything except climb telephone poles and ride a horse.

Everyone turned out, like to a picnic, but a lot forgot their axes and pliers. John happened to think about taking several extras of each and at noon made a pot of coffee that was regular cow camp



stuff. Without being very obvious John gradually assumed direction of the work. He knew some tricks on construction, learned elsewhere, that most of them had not seen. The fence was a success; saved all of them a lot of late riding and the next year the ranger had to apply 'reverse English' to avoid cutting the district up into pastures.

Franklin's principle is fairly dependable. Much depends on the favoree: The astonishing thing about it is that it works, when you would gamble that it wouldn't. Its reaction must vary quite widely on different people, but it often gets desired results. Many of us have stumbled onto it in desperation or jokingly, when we were about ready to give up, I expect, and received a real surprise. That is likely to happen with chemical mixtures that we do not understand. It is more dependable where the opposition is to an individual's principle and the favor is personal and not connected or only distantly with the principle.

The broad application—to obtain interest through action or financial support—is fundamental and almost infallible. It is nearly impossible for one to act physically, even to the extent of signing a check, without an attendant mental reaction nearly parallel or at least not perpendicular to the line of the physical action.

There is undoubtedly much technique of cooperation which can be reduced to principles and learned. Possibly also much of the art of its application can be learned, largely by absorption, but those who have the "knack" will become the real artists, if given the opportunity.

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H. E. French

Pueblo, Colorado

1. Cooperate means to work jointly. In the Forest Service we have heard the term used so much and applied to so many jobs and situations that sometimes we are prone to think that cooperation is the end we are striving for. In many instances we have been the cooperators to the detriment of our own work. In discussing this subject with a Ranger who himself had been very successful in enlisting cooperation on his own district, I recited the case of a man who was so imbued with the possibilities of cooperation that he had allowed himself to be loaded with much outside work, making his job heavier than was necessary. The Ranger remarked, "That is not what I call cooperation. Cooperation is where you get outside people to do your work for you", showing that he had at least the idea of worth while cooperation. Before undertaking cooperation, a very definite objective should be in mind. Fundamental principles are the same in training people outside our own organization as within. Of course it is apparent that application of these methods must be somewhat more flexible in order to adapt them to individual cases.

2. I am sure that the Franklin principle is really valuable if properly used. It can be seen that it must not be used too frequently on the same individual or unless there is some real excuse for asking the favor. It may be used where contact has established a community of interest or where a person is led to believe that he is doing a service which he only can do. Requests of this nature should be made at an opportune time. Tact and good taste must govern the employment of this principle. It used indiscriminately an undesirable re-

action will doubtless result.

3. Cooperation cases should be handled along scientific lines. This means that a technique may be applied, the principles of which are sound. This being true, handling cooperation cases may be learned and is a proper subject for training. The proficiency attained by an individual depends upon his natural aptitude as well as the thoroughness of his training.

**J. V. Leighou**

**Hot Sulphur Springs, Colo.**

The principles and methods of training on the job apply to training people outside of the organization as well as to those in the Service. A large part of our fire cooperation is secured by making use of local people in our organization. I have consistently called on the local sheriffs when fires were reported to have them look them up, even though in some cases I was not depending on them because I knew that they had not taken any interest in the past.

The principle stated by Franklin is one that can generally be depended on to work. It frequently happens that you can ask a personal favor of a man that he would not do if approached from a Service standpoint but will do it if approached from a personal standpoint. Once he has gone into action he usually gets the Service standpoint.

The technique can be learned but still the one with the natural knack will get the better results for there is more to it than just the technique.

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**Frank J. Jefferson**

**Libby, Montana**

The principles of training on the job apply at least to the extent that some study of facts must be made and a clear decision reached as to just what we desire in the way of cooperation, before asking cooperation. It is a waste of both your time and that of the other fellow to ask for cooperation on a half-baked project or to ask for cooperation on a variety of things all at once.

I am convinced that right now forestry advocates are to a large degree defeating their own purposes by failure to center thought on but one or two major items—effort is scattered over too many things—cooperators become confused and at times conflict with each other and forestry loses thereby.

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**C. P. Fickes**

**Missoula, Montana**

The lesson expresses the situation and the proper handling of it very well. I believe that Franklin's principle is particularly applicable and that its use should be made a part of our training program. It would not seem to be a difficult matter for anyone to learn the technique or operation or the principle, although it is no doubt true that some would work it to better advantage than others. The ability to analyze a particular situation is not distributed in equal proportions among individuals. Where one man would be quick to see and use the principle in a case, another might not recognize the opportunity so quickly and so lose the chance to apply it. A large part of the



training program in the application of the principle should consist of numerous citations of actual cases such as those given in the lesson so that the trainee might find parallel cases to follow as models.

**L. F. Jefferson**

**Sandpoint, Idaho**

In this region there is too decided an attitude of indifference to fire danger and an evident inclination to capitalize for private gain the efforts of the Forest Service in fire protection. Future prosperity that may be assured as the result of growing continued crops of timber is lost sight of because of the immediate opportunity to sell services and supplies to the Forest Service for use in fire suppression at a profit.

It worked well for the business men so long as they were allowed to think in terms of others doing the job. An opportunity offered itself last summer to bring home to an entire town and a rural community that actual manual labor and losses far greater than any immediate profits confronted them.

We had at the time several hundred men employed protecting Government timber on a fire of large size, but on one side it did not threaten the Government but did threaten the town and many acres of farm crops then being harvested.

The officials of the town came to us for aid; we sympathized with them but could do nothing except suggest that every available man in the town and community be organized into a volunteer fire fighting organization to control the fire. We offered, however, to furnish a man to suggest where and how to build fire lines with this organization, and then left the leaders—the mayor and other town officials—alone to assemble the forces.

The crew was assembled, most of them business men or their employees from the town, and they succeeded in stopping the fire on the lines laid out by us.

It had two important effects upon the people of the community: First, it brought home to those people as no other method could have done, that every uncontrolled fire directly threatens the general welfare of the whole community, and that it was their immediate problem and responsibility to prevent them; second, it acquainted them with Forest Service methods of controlling fire, which was entirely successful. They now have a great interest in fire control and greater confidence in Forest Service measures of control.

My opinion is that it was both educational and a training project and that both principles applied. Getting them out there to combat a fire in all its fury was prompted largely by an educational motive, but the presence of the trained Forest officer to direct their efforts was training.

I think Franklin's principle can be depended upon and used wherever the individual is interested enough to oppose you. The situation characterized by absolute indifference would perhaps not respond to such a contact.

Part of the technique of politics is alertness in recognizing the existence of situations that may be capitalized in support of a cause, and further the expert politician becomes adept in the art of creating situations. It therefore holds that the technique of handling co-

operative cases can be learned.

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**E. J. Fenby**

**Tacoma, Washington**

There can be no doubt that one's technique in enlisting cooperation can be bettered by giving thought and attention to it. Much depends upon one's sincerity, personality and his own unstinted effort to handle an emergency.

I do not accept Franklin's principle as being universally applicable. In dealing with individuals each case is a peculiar one to itself for individuals are peculiar. Any arrangement to be permanently satisfactory must be to the mutual advantage of both parties—"You scratch my back and I'll scratch yours." Compensation in fire cooperation may vary in its form; watershed protection to an irrigator, forage protection to a stockman, timber protection to a woodworker, it may be had in civic pride or in just wages for the ordinary citizen, but there must be some satisfaction or profit for continuing it.

Last Spring there was a fire in a sawdust pile which had to be extinguished before the fire season. The ranger could have simply served notice to the millman to do this and prosecuted him had he not done so. Instead, they discussed ways and means, the ranger volunteered to scatter the pile with explosives and wet it down with his power pumper. He repeated the operation several times before the pile was entirely extinguished and several days afterward explained to the millman the difficulty he had in getting enough help at times to suppress lightning fires. The millman said he would help. Lightning storms came and one of them just when the millman had a rush carload order half filled. He had been working overtime and on a shoestring. It was a most inconvenient time for him to close down, but he did it because he said he would and he made good his word at a financial loss. He shut down at five o'clock in the evening and marched his little crew all night long to reach a fire at 5 A. M., and controlled it before another nightfall. He favored the ranger once, and according to Franklin, he will do it again, and this he doubtless will, but it is improbable that he would have made the first sacrifice had it not been agreed upon beforehand and it is doubtful if he would have entered into the prearrangement had not the ranger gone out of his way to cooperate with him in the first place.

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**Robert Munro**

**Flagstaff, Arizona**

The principles of training on the job undoubtedly apply to some extent in training people outside our own organization.

An example of this kind occurred a few years ago when a disgruntled stockman, who followed range practices common thirty years ago, was lined up by a Forest Officer who wrote up the permittee's own system of handling stock and his ideas, amplified somewhat by the ranger on salting and water development. This write-up was given publicity and appeared in one of the daily papers. It was copied by several papers in the State and the result was—ten new water developments, culling of the breeding herd, better grade of bulls and the range is now controlled by fence. The permittee has a much more valuable outfit and he is a friend of the Service.



It is believed that the principle, quoted from Franklin, has been used to some extent in our fire protection work. It was also used in several instances known of in securing data on outside ranges for use in our range appraisal work.

In using this principle it is obvious that the Forest Officer should be skilled in the job he is trying to put across. The technique required is gained largely through experience and it is not believed that undue stress should be placed on the failure of a Ranger to handle a difficult case—if he profits by the experience. Few of us have not failed at some time on a difficult assignment. I know of several such failures that were very valuable training lessons to me.

As stated by Supervisor Martin, if “a high sense of fairness and justice” is developed in the Forest force, they are not likely to go far astray.

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**Andrew Hutton**

**Durango, Colo.**

About six years ago a ranger on the San Juan advanced the idea at a C. & H. Association Meeting that it might be a good idea to sheep larkspur areas on cow ranges in an attempt to reduce cattle losses. Had it not been for two or three men who were willing to try anything that looked logical or practical the ranger would probably have been thrown bodily out of the room. However, the idea began to grow, and within two years the start was made by putting a band of sheep on one larkspur area. The men gradually became converted to the idea. It proved successful in that losses of cattle were greatly reduced. The idea grew with stockmen generally not only on this particular ranger's district but over the entire Forest with the result that we now practice the sheeping of larkspur areas on C. & H. ranges on every district on the Forest. The ranger started the idea and the stockmen have carried it through by boosting it to others until today we have a considerable number of cow men who believe and know that sheep properly handled on certain areas can be a benefit rather than a detriment to them. This example is one of education rather than of actual training.

Two years ago a key man and several cooperators went to a small fire in the absence of the ranger. They cut the burning trees which they found and proceeded to put the fire under control. After controlling the fire they decided that although not entirely out it was so controlled that no damage would result and left it. The next day the ranger returned and the fire was reported to him by another party. He went to it taking the key man with him. The log had started burning again but had not spread. The ranger proceeded to totally extinguish the fire taking time to explain the necessity and stressing the idea of not only possible additional damage but also the idea of added costs due to return to the fire. He showed in detail just what was meant by putting the fire out, dead out, and got over to the key man the importance of completely extinguishing every fire before leaving it.

I believe that Franklin's principle can be depended upon and used in a large majority of cases. It is, however, not believed to be universally true for in some cases it depends on the man with whom

you are dealing and on your attitude toward him subsequent to his first favor. In a few cases at least favors are done with the idea that the doer has an axe to grind. It is not always done as a favor but rather as a lead toward a favor from you to him.

Naturally "knack" will help here as in other things but there must be a real technique in handling such cases that is possible for everyone to learn and apply to some extent at least. It seems to me that as in numerous other ways we have failed to take advantage of our opportunities. We often find a man who has it in for the Service and instead of making an honest attempt to convert him we proceed to forget about him, when we have an idea to put across, with the idea that he will not accept it and there is no use trying. We let him drift along as an enemy or a knocker even when it might be possible to approach him from an entirely different angle and gradually convert him to the other side and make him a real co-operator.

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**W. R. Kreutzer**

**Ft. Collins, Colorado**

3. The handling of these cooperative cases has a technique and certainly can be learned. For as has been brought out in the lesson and this discussion, cases have been successfully handled by the methods discussed in the lesson and the supplemental reading in the Extension Service Handbook.

One of the most important things for us to consider is the "correct diagnosis of local situations" and then to determine just what is to be done to bring about the desired changes or results. Next, we should give attention to a plan that will include the details of how, when and where our program is to be put across.

We are coaching our men (Rangers) to train the public in a great many cases. This is being done in almost every timber sale; in special uses; grazing cases; forest fires, which include actual fire-fighting and other lines of service work. There is an opportunity for considerable improvement in the proper application of this technique.

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**E. D. Sandvig**

**Miles City, Montana**

1. The principles of training people outside our own organization are the same as for those in the organization. In performing the job perhaps we will be inclined to be much more patient and thorough in our instruction with outside people than with the people in our immediate organization. We, perhaps don't make any greater conscious effort to be more patient and thorough with outsiders, but subconsciously our actions will be directed with the thought that members of the immediate organization usually have access to the same source of information and that it is part of the individuals job to display interest and dig out the facts for himself. In other words we subconsciously assume the members of our own organization are in possession of the fundamentals or the background. Our instruction work is often incomplete and we expect attention without creating interest. We don't expect to receive attention from outsiders without creating interest first.



Some years ago contact was established with the men supervising range management extension work over a large territory. Discussion with these leaders developed that their efforts were largely directed toward the animal husbandry phases of the livestock business rather than the forage production phases. These leaders keenly appreciated the importance of the forage production problems of the region and knew from their reading the evils of overstocking, unregulated spring grazing, etc., but lacked training in the particular job of managing forage resources aimed at the objective of securing sustained maximum production. A show-me trip was arranged over a part of the Forest and surrounding region. The party consisted of 14 county and railroad extension agents, representatives from the Bureaus of Animal and Plant Industry, a representative from the Office of Range Management and local forest officers. These men were shown areas on the Forest under intensive range management including spring pastures, breeding pastures, summer range and the effect of salt as a means of securing full utilization of forage distant from water and the effect of securing even utilization over all the units of a range, the value of division fences if properly located to secure better distribution of stock, permanent and temporary enclosures for measuring forage production each year, etc. In other words one of the more intensively managed units was dissected and its component parts examined to determine what makes it click like it does. The men were then shown areas on the Forest less intensively managed and large areas outside under no regulated system of management for purposes of contrasting practices shown to be good as against practices which show themselves to be poor. This training trip has been scheduled as an annual event by the men representing the agricultural extension services of two transcontinental railroads and the range livestock specialists of the State College. These men speak in terms of forage acres and cow months when talking range capacity now and they are in turn using their training to train their clientele in better management of the forage resource. To me it represents the same training I would get if an expert fire fighter took me in hand and showed me an expertly made attack and the results attained versus an untrained attempt. I would have something tangible to base my thoughts and action on.

2. There is a situation in every case where Franklin's principle will apply if the opportunity is grasped to use it.

Perhaps there is no surer way of gaining a man's confidence, cooperation or whatnot than appealing to his vanity, his sense of justice or his hobby. The most obdurate type will thaw out, lighten up and listen to reason if Franklin's principle is applied skillfully. I am reminded how an obdurate user becomes a friend because the Supervisor ate supper with him and contacted him frequently. In another case a man's hobby is race horses and questions tactfully applied never fail to thaw him out, although he never fails to freeze up later and it amounts to a continual thawing and freezing process with him.





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